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ABSTRACT

A three week survey was conducted to: (1) investigate the state of developmental book activity in Vietnam, (2) determine the priority of Vietnam's book needs, (3) develop program recommendations to meet the needs and (4) formulate regional recommendations. Although books published in Vietnam increased from 667 in 1961 to 1,566 in 1965, normal growth and expansion of the developmental book field must await the cessation of hostilities and the emergence of more modern schools. Recommendations on materials and methods needed are: (1) textbook guides for elementary school teachers, (2) seminars and workshops demonstrating the role of textbooks, (3) textbooks for elementary and secondary students, (4) mature easy-to-read books for non-school youth, (5) translations of U.S. pedagogical materials and (6) production of audio-visual materials. Recommendations concerning library and library book development are: (1) unification of the National Library and the General Library, (2) establishment and enforcement of school library standards, (3) development of pilot demonstration programs, (4) establishment of study study centers and (5) formulation of an effective library association. (MF)

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DEVELOPMENTAL BOOK ACTIVITIES AND NEEDS IN THE REPUBLIC OF VIETNAM

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AGENCY FOR INTERNATIONAL DEVELOPMENT
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LIST OF ABBREVIATIONS

AF - The Asia Foundation

AID - Agency for International Development, Washington, D.C.

A-V - Audio-Visual

CBA - Central Book Activities, Office of Technical Cooperation and Research, AID/Washington

IMP - Instructional Materials Project (of USAID)

IMS - Instructional Materials Service, Ministry of Education, Republic of Vietnam

IVS - International Voluntary Services (USAID Contractor)

JUSPAO - Joint United States Public Affairs Office, Saigon

NAS - National Academies of Science

NIA - National Institute of Administration, Saigon

NIS - National Institute of Statistics, Saigon

SIU - Southern Illinois University (USAID Contractor)

TCR - Office of Technical Cooperation and Research, AID/Washington

TCR/CBA - Central Book Activities, Office of Technical Cooperation and Research, AID/Washington

UNESCO - United Nations Economic, Scientific and Cultural Organization

UNICEF - United Nations Children's Fund

USAID - United States Agency for International Development Mission to Vietnam

USIA - United States Information Agency, Washington, D.C.

USIS - United States Information Service Mission to Vietnam

USOM - United States Operations Mission to Vietnam (previous name of USAID)

VAA - Vietnamese American Association binational center

PREFACE

Scope and Nature of the Survey

This report is a product of a nine-week evaluation of developmental book activity in East Asia during late spring and early summer 1966. It covers the Republic of Vietnam, which was surveyed by the Wolf Management Services team from May 14th through June 2nd. Separate reports have been prepared for the Republic of Korea, and the Republic of the Philippines, the other countries included in the study.

The three-country survey was developed and funded by the Central Book Activities unit of AID's Office of Technical Cooperation and Research. A project of broad scope, its aims were (1) investigation of the state of developmental book activity in each country, (2) determination of priority country book needs, (3) development of a set of realistic, viable program recommendations, to help answer these needs in each country, and (4) formulation of regional recommendations relating to a book and library effort that might be sponsored by the Far East Regional Development Division of AID/Washington.*

The scope of work in Vietnam covered books and materials relating to the educational process; books used by individuals for learning enrichment, and for technical and professional purposes; and books utilized in libraries and organized reference centers. The survey encompassed book-related activities of the host Government, bilateral and multilateral agencies, private foundations, and the local book industry.

The Vietnamese survey team consisted of three specialists:

Stanley A. Barnett (Chief of Party): Director of International Operations, Wolf Management Services;

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* These Regional recommendations appear as Appendix C of this report.

economic development specialist with experience in a dozen countries in various parts of the world; headed 1964 TCR/CBA study of books as tools for national growth; specialist with USRO/MSA, 1953-1954.

Erroll D. Michener: Vice President, Director of International Division, and Assistant Secretary of Silver Burdett Company, educational publishers; 14 years in public education, as high school teacher, principal, consolidated school superintendent, and county superintendent of schools.

C. Walter Stone: Director of Libraries, Director of Center for Library and Educational Media Studies, and Professor of Library Science and Education, University of Pittsburgh; Director, Educational Media Branch, U.S. Office of Education, 1959-1962; consultant on mass media to UNESCO; author and editor of library and audio-visual surveys, manuals, and brochures.

Our study was conducted in the midst of a savage conflict that has affected and distorted the developmental book market and the Vietnamese book industry, as it has all other aspects of life and endeavor of the unusually attractive and gentle people of that country.

We were in Vietnam for somewhat less than three weeks--a short amount of time in which to conduct a book survey in any country, let alone one suffering the dislocations of successive wars that have afflicted it for over two decades. And our movements were circumscribed. We had planned to spend time in Hue, the ancient cultural capital of Vietnam, but riots prevented our travel there; as a consequence, we remained in and around Saigon during our entire stay.

Within the geographical and time limits of the study, we were nevertheless able to investigate many pertinent areas--thanks to the full measure of cooperation and assistance we received from the many individuals and agencies we contacted.

The team is grateful to numerous members of the staff of USAID/Vietnam who contributed valuable guidance and counsel; to those at various levels of the Ministry of Education who opened doors and provided insights into the present and potential use of educational material; to officials of other

Republic of Vietnam agencies; to educators at many levels of the instructional system; to JUSPAO; and to other Vietnamese and U.S. officials, businessmen and private citizens.

Our work in Vietnam was expedited and logistically supported by the Education Division of USAID, at much inconvenience to its members, who were unstinting in their assistance. To its staff members and contract groups in general, and to Messrs. Harold W. Winer, Alvis O. Hardie, C. Graham Eddy, and C. Wesley Brewster in particular, we extend an especially deep note of thanks.

We also benefitted greatly from the comprehensive analysis of the Vietnamese library scene made in 1965 for the U.S. Department of State by Dr. Gerald Orne, Director of Libraries at the University of North Carolina, and are indebted to him for the detailed reports he made available to the team.

A Note on the Reliability of Data

There are many opinions and estimates--and few hard "facts"--in the Vietnam of today. This is understandable in a country where a sizeable proportion of the total population either lies outside the control of the central Government, or is in contested areas. Even much of the available data in South Vietnam is contradictory and subject to widely differing estimates. Thus, U.S. officials report that about 54% of the populace is under Government control, 24% under Vietcong control, and the remainder are in areas that are not clearly under the control of either of the two. Another reliable source avers that less than one-half live in areas under relatively secure Government control, with about one-third of the populace living in Vietcong-dominated areas, and the rest in some sort of "no man's land".

Statistics are notoriously unreliable in all areas--including some that are important to an assessment of developmental books. Thus, population growth rate figures vary markedly. The Ministry of Education reports an annual increase averaging 2.2% between 1960 and 1965, a recent survey of engineering education in Vietnam gives a 2.8% figure, and UNESCO states that the population increase averaged 3.7% from 1958 to 1962.

The amount of illiteracy is also subject to widely differing estimates. On one hand, the Ministry of Education noted that in 1965, "literacy is no longer a problem in city areas, as it takes a 6-year old child, or even an old man, no more than three months to learn the three R's"* and a same-year demographic study of Saigon reported that 87.4% of the men and 69.2% of the women over ten years of age could both read and write. On the other hand, the UNESCO Statistical Office reported in 1965 that 69% of the men and 84% of the women in South Vietnam were illiterate.** Admittedly the first estimates cover only urban dwellers, and the second the entire population--but the variations are too great for compatibility, and the three are different from others reported to the Book Survey Team.

Our point is, of course, that some of the data presented in this report may be erroneous, and that, despite our best efforts, some of our conclusions therefore may reflect the distortions.

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* "Education in Vietnam, 1965", Department of Research and Planning, Ministry of Education, Republic of Vietnam.

** "Données Statistiques sur l'Analphabétisme", UNESCO, Paris.

CHAPTER 1

INTRODUCTION AND SUMMARY OF RECOMMENDATIONS

The heart of this introductory chapter is a summarization and integration of the Book Survey Team's recommendations, which are scattered throughout this report in pertinent sections.

However, before proceeding to a consideration of the recommendations, we first briefly discuss several background factors that form the framework within which they can become meaningful. The chapter thus starts with (a) a short assessment of the probable size of the Vietnamese book market for both locally published books and for imports; we next summarize (b) the nature of the Vietnamese educational system, and (c) the role of foreign agencies in book and library development; then, immediately before the recommendations are reviewed, we (d) discuss factors that inhibit the use of books.

SIZE OF THE BOOK MARKET

In the absence of comprehensive and reliable statistics, it is difficult to define with accuracy the size of the Vietnamese developmental book market. However, available information suggests that the non-school market is small. There is a dearth of technical and professional books and of reference books. No current adult education campaign drive uses books, and there is a near vacuum of libraries for those who can read.

Since the advent of the USAID-Ministry of Education accelerated Instructional Materials Project, the elementary schools have received millions of textbooks, and the project is being expanded to include secondary school textbooks. But, outside of these, there are few textbooks used in the schools, and supplementary reading and reference books are almost unknown.

Books Published in Vietnam

Book production data originates with the Censorship Service of the Ministry of Information, which screens manuscripts before they are published. The seemingly casual manner in which these statistics are compiled makes it difficult to determine the nature of the current production of the Vietnamese book industry. Although the annual totals of Table 1 indicate that local production has risen steadily from 667 titles in 1961 to 1,566 in 1965, the category breakdowns within the annual totals fluctuate wildly, and those for 1965--with 1,032 titles, 66% of the total, indicated as "Unspecified and General"--are somewhat less than useful.

Table 1. BOOKS PRODUCED IN VIETNAM, 1961-1963, 1965
(Number of First Edition Titles, by Subject)

	1961[a/]	1962[a/]	1963[a/]	1965[b/]
Philosoply	27	27	22	7
Religion	78	80	92	88
Social Sciences	61	79	54	68
Language	67	64	86	62
Pure and Applied Sciences	120	207	213	63
Art and Entertainment	5	9	30	6
Literature	232	179	135	226
History, Geography	30	34	71	14
Unspecified and General	47	245	334	1,032
Total	667	924	1,037	1,566

Sources: a/ Statistical Yearbook of Vietnam 1963
b/ Censorship Service, Ministry of Information

The book total for 1965 is twice as high as a previous official estimate of 687 titles made for JUSPAO early in 1966. Because that first total seemed unrealistically low, the Censorship Service at the request of the Book Survey Team, recalculated the 1965 figures, arriving at the amount shown in Table 1.

The number of local translations is also a matter of conjecture. Data developed at the 1966 UNESCO Book Development Conference at Tokyo indicate that only eleven translations were produced in Vietnam in 1964 (six of these in the "Literature" category). Yet Vietnamese sources state that many of the popular novels published in the country are translations. The discrepancy may arise from the fact that some (perhaps most) of the translations were not authorized by the original publishers.

The Vietnamese definition of books follows the standard UNESCO standard (over 48 pages), but most are slight works. An official of the Directorate of National Archives and Libraries reported that few exceed 100 pages.

Whatever the magnitude of local industry output, book publishing and printing are plagued by a multitude of ills that are reflected in a deterioration of its human, plysical and financial resources. The textbooks developed by the accelerated Instructional Materials Project have all been printed outside Vietnam.

Foreign Book Supply

South Vietnam imports relatively few foreign books and periodicals. For the first 11 months of 1964 (see Table 2), it imported somewhat over 44 million piastres worth ($376,000 at the current 118 piastres to one dollar rate of exchange), and for the comparable 1965 period the total dropped to 44½ million piastres ($343,000). Over the 22-month period, imports from the U.S.--at 23,660,000 piastres ($200,500)--were somewhat higher than those from Great Britain and France.

The relatively small import total reflects the lack of foreign language fluency which limits the use of such books to a relatively few academic and professional areas. There is no import duty on foreign books. The book donations of foreign agencies such as USAID, The Asia Foundation, and JUSPAO--while in some instances extensive--have also been circumscribed by this fact.

Vietnam is not a signatory to any of the international copyright conventions; it should be. While little tangible in the way of royalties would accrue from distribution of Vietnamese books abroad, such a step would induce Occidental publishers to make titles more easily available and on more desirable terms to local publishers--were Vietnam to join with others in an international accord. Current lack of such

Table 2. IMPORTS OF PRINTED MATTER BY COUNTRIES OF ORIGIN, FIRST ELEVEN MONTHS OF 1964 & 1965 (in thousands of Vietnamese piastres)

	1964	1965
Great Britain	9,416	13,074
France	10,736	9,761
United States	16,951	6,709
Japan	3,729	1,945
Taiwan	242	619
West Germany	264	219
Others	3,014	8,182
Total	44,352	40,509

Source: "Monthly Bulletin of Statistics", May 1966

action deprives local authors and publishers of protection in foreign lands. We recommend that Vietnam adhere to the Universal Copyright Convention and to a modern version of the Berne Convention agreement on translations.

NOTES ON THE EDUCATIONAL SYSTEM

Because of the pervasive influence of the Vietnamese educational system upon the nature and use of developmental books in that country, we note a few of the salient aspects of the system at this point:*

A five-year elementary school constitutes the initial rung of the Vietnamese educational ladder. This is followed by a seven-year secondary school, after which the relatively few who survive the initial 12 years of schooling advance to the university level--provided they pass an entrance examination. The educational system is centralized; all schools--public, semi-public and private--follow the same curriculum. The public schools generally are preferred to the others. They receive up to 15 times as many applicants as they can enroll.

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* It is covered in greater detail in Appendix A, "Education in Vietnam".

There is terrible crowding in Vietnamese classrooms--especially at the lower levels. This is matched by a severe lack of teachers. These two factors, plus the selective nature of the schools which favor an urban "elite", have given rise to the extensive use of examinations to winnow out large numbers of students at all levels. Throughout the system, public education is free.

Learning is based chiefly on rote memorization; discussion and problem solving have little place in the classroom. The teachers and professors usually employ the lecture method in academic instruction; the few pupils in the vocational and technical schools possess an advantage, for they sometimes participate in practical exercises.

Elementary school students totaled 1,564,000 during the 1964-1965 academic year--they comprised about 55% of the age group.

326,600 students were enrolled in the secondary schools. Of these, 93,400 were in 7th Form, and only one-tenth that number (9,500) had survived to 1st Form.* The academic orientation of most secondary schools does little to equip students for the realities of life in a developing society; the schools essentially train civil servants and academicians. Secondary schools are baccalaureate-oriented; students must pass nationwide competitive examinations to proceed from 2nd Form to 1st Form, and to enter universities. In 1964-1965, less than one-quarter of those who took Baccalauréat I passed; and only 5,600 candidates--32.8% of the total--passed the Baccalauréat II.

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* Grade numbering in Vietnamese schools reverses U.S. practice. Beginning elementary students enter 5th Form and graduate after finishing 1st Form; secondary students start at 7th Form and complete their studies after 1st Form.

In the same academic year, fewer than 7,500 students attended technical and vocational schools; of these, about 6,300 attended vocational and trade schools in the urban and rural areas, only 1,000 attended vocational agricultural schools (although 80% of South Vietnam's 16,000,000 population are farmers), and 140 attended the single National School of Commerce.

In 1965-1966, some 29,000 students were enrolled in schools of higher learning. Of these 23,900 (82% of the total) attended the academic Universities of Saigon (enrollment 19,100), Hue and Dalat; 2,400 attended Normal Schools, 1,450 attended the National Institute of Administration, and 1,270 attended technical and vocational colleges (900 were enrolled in the National Technical Center, and 370 in the College of Agriculture).

University faculties are independent, and develop programs without support from other faculties in the same institution. This leads to narrow specialization without benefit of general education or functional interrelationships of knowledge.

Instruction at higher levels suffers from the same ailment found at lower levels: teachers have not discovered books as tools of instruction. The Gardner Team which surveyed Vietnamese education in early 1966 concluded that higher education is almost useless as an instrument for social and economic reform, that it lacks organization, discipline and relevance to the society it is supposed to serve.

The traditional orientation of Vietnamese education and the drains of the current conflict have severely hampered the Republic of Vietnam from doing much on its own to improve the school system. The Education Division of USAID has therefore developed a series of projects that are playing a major role in the modernization of the educational structure and its practices.

USAID has been or is currently engaged in large-scale programs to construct and equip educational facilities which run the gamut from the hamlet schools to university buildings; it is working on the qualitative upgrading of teachers and of elementary and secondary school teaching; it has built, equipped and helped put into operation polytechnic and other vocational schools that use modern types of curriculum; through participant grants, it provides advanced education and training in the U.S. for students, educators and librarians; and it has been active in English language teaching.

90% of the educational development that has taken place in Vietnam since 1963 has been attributed directly to U.S. assistance.

BOOK ACTIVITIES OF FOREIGN AGENCIES*

The book-related phases of the above noted USAID/Education Division programs constitute, by far, the most important activities of their kind on the part of any foreign agency in Vietnam. In addition to the Instructional Materials Project, which we noted previously has produced millions of elementary school textbooks for hamlet and urban schools, the USAID/Education staff and contract education advisors are assisting in the improvement and development of curricula, course content and instructional material at the elementary, and secondary levels, and in Normal Schools. For various university faculties and demonstration high schools, USAID specialists are providing a galaxy of teaching devices and materials, and are training teachers in the use of such modern materials and of textbooks.

Another major book-related activity of USAID has been the provision of several hundred thousand dollars worth of English language books, materials and supplies to university libraries, demonstration secondary school libraries, the National Institute of Administration, technical and vocational schools at various levels, and to other institutions.

Two other agencies have played important roles in the developmental book field: The Asia Foundation, and JUSPAO. The Asia Foundation has donated over 125,000 English language books, mostly to libraries. The majority of books are elementary and secondary school supplementary readers; some are textbooks in the sciences, social studies and literature for secondary and university students. The Foundation is also subsidizing works on librarianship, has made grants to schools for library equipment and for the establishment of library systems, and is engaged in a modest survey of Vietnamese book publishing.

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* This section is a summary of Chapter 8.

JUSPAO's donated book program for 1966 consists of 120,000 volumes (mainly publishers' remainders), which will be distributed through organizations, with priority given to university faculties and libraries; previous years' programs have been more modest in size. JUSPAO's small Textbook Translation Program, which concentrates on the publication of university level textbooks, was dormant during our visit to Vietnam as a result of local difficulties. But JUSPAO was trying to revive the program. That organization's English Language Teaching Program provides instruction for 15,100 students at the bi-national centers, and assists non-profit teaching schools outside of the school system.

Book activities of other agencies are minor: UNESCO and UNICEF are practically inactive, because of the political situation; France provides some textbooks and reference books in connection with its bilateral teaching programs; Australia, Taiwan and Canada have contributed or are contributing textbooks (2,420,000 among them) through the Instructional Materials Project; and Great Britain provided books to several university level organizations in 1963 and 1964.

We found no signs of recent activity on the part of either the Ford or the Rockefeller Foundations.

Thus, the major thrusts by foreign agencies have been locally written (but offshore-produced) elementary school textbooks of the Instructional Materials Project, and donations of English language books. Concerning the latter, there is evidence that many of the donated volumes remain unused because of the general lack of English fluency among students at all levels, and because many are not considered pertinent to the need.

FACTORS THAT INHIBIT THE USE OF VIETNAMESE BOOKS

There are few developmental books in Vietnamese (outside of elementary school textbooks), and under present conditions the local production and use of such books cannot be expected to expand rapidly.

Among the adverse factors that affect the Vietnamese book market and the Vietnamese book industry, most (but not all) revolve around the distortions that arise out of the current conflict. We list seven of the more important ones below:

1. Loss of the skilled human resource required to create and produce books. Local book capability, never strong in the past, has been reduced significantly because of the drain of technical manpower (compositors, printers, production technicians, and managers) into the armed services, or into higher paying positions in other fields of endeavor. The war has further aggravated the already extant shortage of school teachers, and has diverted the adult education effort. And the imponderables engendered by the war have dissipated the zeal of many who would otherwise be active in the development of the local publishing and printing industry, and the development of libraries.

2. Distribution of books throughout the country is irregular and uncertain. Because of Vietcong activity, the outside-of-Saigon distribution effort (for textbooks as well as general trade books) has been virtually confined to air.

3. Lack of professionalism in the book industry. In the face of successive wars that have afflicted the country for the past quarter of a century, the inexperienced, weak and fractionalized Vietnamese book publishers and printers have retrogressed to a point where their capability for large-scale, sustained effort is doubtful. Chapter 6 discusses the book industry, which is operating below its pre-war level.

4. Inflation. The low per capita income of the Vietnamese ($120) has always made it difficult for him to buy even the relatively low priced, locally produced books. The inflationary spiral of the past several years has further reduced his ability to buy, just as it has decreased the ability of Vietnam's publishers to produce at a profit. Prices rose 50% in 1965; they are expected to rise an additional 40% to 50% this year. Badly hurt have been civil servants, the middle class, the soldiers and the peasants. Labor costs are soaring, and the price of raw materials for books has been rising even more.*

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* With support from the U.S. Embassy, and prodding from the International Monetary Fund, the Saigon Government devalued the piastre by roughly 50%, to an effective rate of 118 to the dollar, in June 1966. The measure caused an almost-overnight 25% rise in the general retail price level, and an automatic 50% rise in the cost of imported books and book materials. Thus, the book import totals for 1966 may be appreciably below those shown in Table 2 for 1964 and 1965.

5. Embryonic state of libraries and of library science. Professional libraries and librarianship have not yet become realities in Vietnam. There are simply scanty collections (usually of old books) watched over by individuals with limited qualifications. There is no National program of library development, no established public library system, no regular provision of school library services, and only an emerging recognition of the importance of libraries and library services to development of the nation. Chapter 5 covers the subject in depth.

6. Lack of Vietnamese standardized terminology and nomenclature is a severely limiting factor in professional and technical book publishing. Vietnamese translators tend to invent new words, absent from their language, for foreign technical words. Successive translators fail to agree, and chaos now reigns in the field. Several educators are attempting to develop uniform Vietnamese equivalents for foreign words, but the effort is small in scope, and has just gotten under way.

7. The non-use of books in the higher levels of the educational system, and the non-belief in the importance of books as tools of knowledge on the part of many professors who know only the lecture-rote memorization instruction of 19th century Europe. This is discussed in Chapters 2 and 3.

SUMMARY OF RECOMMENDATIONS

With the advent of the Accelerated Instructional Materials Project, a major breakthrough in the use of developmental books has occurred, although that advance has been achieved through offshore production of the textbooks involved. There are various additional actions that can be taken in the near future to improve the situation in Vietnam.

But the Vietnamese book market and the Vietnamese book industry are both highly distorted; and the educational system requires a major reformation before it can make optimum use of books as tools for National growth. We thus realize that, for the most part, the normal growth and expansion of the developmental book field in Vietnam must await the cessation of hostilities and the emergence of more modern schools.

For these reasons our recommendations should not be considered "miracle solutions" that will build overnight an effective book and library program for Vietnam. We trust, however, that they will point the way to a number of specific, practical steps of both long-term and short-term importance that will help the Republic of Vietnam and foreign agencies to produce the textbooks, reference books and supplementary books needed for the maximum development of its human and economic resources.

We list below short summaries of the more important recommendations of the Book Activity Survey Team. The number in parenthesis after each indicates the page upon which the recommendation appears in the body of the report.

Summarization of this sort, while convenient and useful, is often misleading. It requires a compression of concept that generalizes the recommendation--often obscuring its points of emphasis and qualification. It takes the recommendation out of the context of practice and need in which it has been developed. And it fractionalizes and seemingly multiplies a carefully integrated and time-phased series of recommendations.

We suggest that the reader use this summary primarily as a reference directory for locating the recommendations as they are elaborated in the text--where they assume their proper form and character.

Recommendations for Books and Materials in Education

In connection with the existing Instructional Materials Project:

> There should be a high-priority push to get out to the schools the teachers' guides for the elementary school textbooks; the guides are urgently needed to assist the instructional effort, and to supplement the streamlined student editions with additional enrichment material (25).
>
> As part of a redoubled effort to educate teachers to the value of the IMP textbooks, there should be a revival of workshop sessions, including showings of the "How to Use a Textbook" film (30); and sets of the books should be presented to all elementary school teachers (30), and to Normal School students (51).

> We agree with USAID and the Gardner Team that there should be a major effort to provide secondary school students with textbooks, but we urge that this program in no way be permitted to stunt the still incomplete elementary textbook project--whose books will soon begin needing replacement, revision and augmentation (31).

We note three top-priority recommendations for new areas of USAID effort re educational books:

> To upgrade and to increase the use of all textbooks, and to improve the acceptance and production of the planned secondary level textbooks--the multi-dimensional role of textbooks should be demonstrated to appropriate levels and groups of Vietnamese, through a planned, phased series of educational seminars and workshops. These would include top-level, opinion-forming seminars in Vietnam; operating level workshops for book specialists in the U.S.; and meetings in East Asia, for exchange of information and techniques with neighboring countries (38).
>
> Despite their embryonic present status, the technical and vocational schools are extremely important to Vietnam's development and will undergo large expansions. Accordingly we recommend a project to (a) inventory for suitability presently used or planned materials, then to (b) select, adapt and translate appropriate foreign textbooks, manuals and workbooks. Because the book quantities will initially be too small for private industry production, they would be produced by the Instructional Materials Service. Details and scope of the project should be delineated by an experienced U.S. educator-editor, who would proceed to Vietnam on a short-term USAID assignment (36).
>
> A program should be initiated to adapt and translate urgently needed U.S. pedagogical textbooks for Normal School teachers and students; the program might follow the lines of the SIU proposal (51).

We recommend several additional programs of somewhat later time-phasing, or smaller scope:

> Although Vietnam's schools do not presently use supplementary and reference books, USAID should begin

to spearhead a project (possibly developed by a short-term consultant) to accelerate the eventual use in the schools of these important works. The production of the books should be ready to proceed immediately after the massive secondary school textbook program is safely under way (42).

> In the meantime, USAID might consider joining The Asia Foundation in a project to begin translating a number of the key books (50).

The TCR/Central Book Activities university textbook rental-purchase project should be established at the Faculty of Medicine at Saigon, and at other faculties where such U.S. textbooks would prove truly useful (54).

USAID should encourage and assist the Instructional Materials Service to produce more audio-visual materials, including programmed instructional aids (43); and should participate in imaginative and realistic Vietnamese efforts to develop television into an educational tool (44).

Recommendations Concerning Library Development and Library Books

Under present circumstances, Vietnam has a multitude of needs of all kinds for its tentative library efforts. The point of departure for the development of an effective system of libraries is the creation and implementation of a comprehensive National plan. The Directorate of National Archives and Libraries, with the assistance of other agencies and USAID, should develop a plan to cover all types of libraries within the country. The plan should give immediate attention to the priority unification of the National Library and the General Library into a single, strong entity that will serve both as focal point of the National effort, and demonstration laboratory for improved systems and procedures (74).

USAID should bring over a team of library planning consultants to assist in the development and implementation of the above and appropriate other library recommendations outlined in this report (75).

Even before the development of the overall library plan, the Ministry should assign to the Directorate of National Archives and Libraries jurisdiction over school libraries--to assure their growth, and establish and enforce standards in this regard (74).

Several pilot demonstration programs should be established (with the assistance of USAID and/or The Asia Foundation), to develop techniques for providing optimum library service to key sectors: e.g., schools, villages, and universities (75).

Because of the serious lack of study space in Vietnam's libraries and in students' homes, the study center concept should receive important attention, and the establishment of such units should be encouraged and supported (75).

All foreign agencies should actively assist the formation of an effective library association, which might be able to mobilize improvement and development within the library profession, and act as a clearing house for information (75).

Recommendations Regarding the Increase of Reading Skills and Regarding Donated Books

With the huge, enforced drop-out rate in the schools, there is priority need for easy-to-read books of mature content for the multitude of non-school youth. USAID should bring over one or several specialists in the field of neo-literacy, to study the problem firsthand, and to develop a project to cope with it (60).

Too few of the English language books which have been donated to Vietnamese organizations and institutions are used--both because of lack of fluency in English or because many such books have lacked pertinence. Wherever possible, great care should be exercised by all donating agencies to gain active participation of the recipient in selection of titles (90).

Recommendations Concerning the Vietnamese Book Industry

So much of a basic nature must be done to modernize and improve the local book industry--and its problems are so profound and deeply ingrained--that magic solutions for all its ills do not exist.

For the remedial problems that result from a lack of professionalism on the part of the book industry's inexperienced members, USAID should sponsor a two or three month analysis of that industry, to determine how and to what extent it can be speedily improved. The analysis would be conducted by a top-level team of book and development specialists: a printing-production expert, a publishing-marketing specialist, and an economist. The Asia Foundation might join in sponsoring this priority project (82).

The multitude of small, under-capitalized, poorly equipped Vietnamese printing and publishing firms must be induced--through tax incentives and other advantages--to merge into larger units, if they are to acquire sufficient managerial, editorial and production strength to produce books in the large quantities required for new and expanded USAID/Ministry of Education developmental book programs (81).

Paper is too large a cost component of locally produced books to permit inefficient production methods or inequitable pricing by Vietnam's paper mills. A management and industrial engineering study should be made of these firms, to determine how paper costs can be lowered. The Government should also reduce, or totally eliminate, the import duty on book paper used for textbooks and educational works (86).

USAID should investigate the possibility of circumventing the bottleneck it faces in purchasing book paper locally, with counterpart funds--by buying paper through U.S. commercial channels, or through the General Services Administration (49).

A Vietnamese book center or trust should be established to promote the reading habit, to build professionalism, and to open communications within the book industry and between the Government and the industry. UNESCO, which has created such organizations in Asia, might assist in this effort (82).

The Government of Vietnam should take measures to ensure more prompt payment of private printers who produce work for the Instructional Materials Service (82).

Vietnam should adhere to the Universal Copyright Convention and to a modern version of the Berne Convention agreement on translations (3).

CHAPTER 2

INSTRUCTIONAL MATERIALS IN THE ELEMENTARY AND SECONDARY SCHOOLS

In South Vietnam, textbooks for the elementary and secondary schools represent the largest and most important market for books. This is true for all developing countries. Vietnam is different from most, however, because most of these textbooks--although written in Vietnamese by local authors--are printed outside of the country.

The multi-dimensional textbook tradition has never penetrated into the Vietnamese educational system. During the days of French rule, schools were comparatively few in number, and the use of textbooks was minimal--they were used to provide printed facts to students who followed a rote memorization-oriented curriculum. During World War II and the fighting that continued through the early 1950s, the school system disintegrated. The French books were largely destroyed, and the teaching profession became fragmented. Then, slowly, after the birth of the Republic, teacher training resumed and the normal school teachers began writing Vietnamese language textbooks for students, which were sold at nominal cost.

Until the USAID-sponsored Instructional Materials Project was expanded and greatly accelerated in 1964, few of the elementary school students had books. Even though the textbooks were subsidized, and sold for the low cost of 10 to 15 piastres, only the primer (considered the most important of all) was usually purchased. Elementary school teachers generally taught from their own notes, and did not believe in the need for textbooks. Under the old system, books were published and sold by the Ministry of Education to the students through the Provincial Education Chiefs, who received 15% of the selling price to take care of distribution costs.

The highly selective secondary schools always used books to a greater degree than the lower level schools, but there too, use was (and still is) comparatively restricted along single-dimensional lines.

In the Vietnam of today, individual schools and teachers, as they always have, select the books they want to use (if they want to use a book at all). There is no list of Ministry-approved textbook titles. This is true for all grades in all schools, of all types. Such approval was once required, but the Ministry, inundated by a sudden flood of textbook manuscripts after the Republic was formed, and with insufficient personnel to perform the review function, found the books impossible to evaluate. Textbooks now need only be cleared by the censor.

With the help of USAID, the Ministry is in the throes of a major textbook production effort. Such books are needed more urgently than ever, for the number of teachers is insufficient (the teacher shortage is acute at the elementary level), and the level of teaching ability and experience is quite uneven.

Vietnam, presently struggling with all the problems of an emerging nation compounded by a disruptive war, simply has not the human and financial resources to provide out of whole cloth the wide diversity of books and educational materials necessary for a strong instructional program. Faced with a serious classroom and teacher shortage and forced to husband its financial resources, it is concentrating on the most immediately needed books--textbooks--and is consciously relegating other school books (the supplementary reference and library books) to a secondary level of priority.

For this reason, the educational market discussed in this chapter is essentially a textbook market that is supplemented to a relatively minor degree by audio-visual materials. Libraries in the elementary schools are embryonic; they are not much better at the secondary level.

The Instructional Materials Project (IMP)

The textbook and audio-visual effort for Vietnam's elementary and secondary schools (especially for the former) has been centered in the massive, joint USAID-Ministry of Education Instructional Materials Project. The program was begun in 1957, was greatly enlarged and accelerated into a comprehensive elementary level effort in 1964, and is now expanding to provide materials at the secondary level.

Its aim includes the creation, production and distribution of textbooks; the preparation of educational radio programs; and the fabrication, acquisition and distribution of other audio and visual aids to education.

Prior to Fiscal Year 1965, 3,600,000 textbooks and related publications were prepared under the auspices of the project. Progress to date includes establishment of the Instructional Materials Service center for the production of instructional materials and for audio-visual training, the production of millions of textbooks for elementary school children and thousands of primers for montagnards, the production of thousands of teaching kits, student kits, audio-visual aids; the preparation of educational radio programs; provision of printing equipment and supplies; production of educational films; and other activities.

During Fiscal Years 1965-1968 the Project's major goals include the production of 14,000,000 elementary school textbooks; the production of 8,000,000 secondary and higher education books; the provision of teaching kits for 10,000 elementary schools and for 5,000 secondary level classrooms; and the production of 30 radio education series for in-class and out-of class broadcast.

The various aspects of the Instructional Materials Project are discussed and detailed throughout this chapter, which covers pertinent areas in the elementary, secondary and normal schools. The chapter takes up in order (a) elementary school textbooks, (b) secondary school textbooks, (c) school libraries, and (d) the output of audio-visual educational materials by the IMP.

ELEMENTARY SCHOOL TEXTBOOKS

Production of the Student Editions

When the Instructional Materials Project got under way, elementary textbooks were generally notable for their inaccuracy, pedagogic and scientific unsoundness, their failure to develop curriculum content adequately, and their general absence from the classrooms. Because of the key potential role of textbooks in the educational process, they became the chief target of the Project, which has undertaken to supply all the elementary school children in Vietnam with their basic textbooks.

The IMP textbooks are paperbacks with wire stapling, and usually with a plasticized cover to make them longer-lasting. They are printed on offset paper, are usually multicolored, and are expected to last three or four years. The books are available, free of charge, to students of the three types of elementary schools--public, semi-public and private. They are shipped to the Provincial Education Chiefs for distribution to the school. Title to the books remains with the schools; the students receive the textbooks on a loan basis, and return them at the end of the academic year.

Table 3, on the following page, shows the nature and status of the IMP accelerated elementary textbook production effort through April 15, 1966. The project covers 35 titles in ten basic study areas: five titles each for reading, civics, arithmetic, science and health; four each for history and geography; and one each for handicraft and child care.

In all, 12,970,000 copies were under contract or scheduled for contract. Of these, 17 titles and 440,000 copies had already been printed, an additional 15 titles and 4,880,000 copies were in various stages of production, and three titles with a planned 650,000 copies were awaiting completion of manuscript.*

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* In addition to these, two Vietnamese-written English language teaching textbooks (Anh Ngu) have been printed for 2nd and 1st Form levels. Each was produced in 200,000 copies; the former in Korea, and the latter in Hong Kong. The books are not now being used in the elementary schools.

Table 3. I.M.P. ELEMENTARY SCHOOL TEXTBOOKS, STATUS AS OF APRIL 1966 (quantities in thousands of copies)

		STATUS			
Subject	Form	Already Printed	In Production	Manuscript Due (Date)	Where Printed
Health	5	600			Manila
"	4	460			"
"	3	400			"
"	2	250			"
"	1	200			"
History	4	460			Manila
"	3	400			"
"	2	250			"
"	1		200		Korea
Arithmetic	5	600			(Taiwan (500) (Hong Kong (100)
"	4	460			"
"	3	400			"
"	2			250 (5/66)	Manila
"	1			200 (8/66)	"
Geography	4	460			Hong Kong
"	3	400			"
"	2		250		Vietnam
"	1		200		Korea
Reading	5	600			Hong Kong
"	4		460		"
"	3		400		"
"	2		250		Vietnam
"	1		200		"
Civics	5	600			Manila
"	4		460		Canada
"	3		300		Vietnam
"	2		250		Manila
"	1			200 (6/66)	"
Handicraft	2-1	450			Manila
Child Care	2-1	450			Manila
Science	5		600		Australia
"	4		460		"
"	3		400		"
"	2		250		Korea
"	1		200		"
TOTALS		7,440	4,880	650	

Source: Unpublished data, USAID/Education Division

Most of the printed student editions had been received at the Instructional Materials Service warehouse in Saigon, and thousands more were in ships in the Saigon river, awaiting discharge. Approximately 6,560,000 copies had been distributed to the Provincial Education Chiefs, and about three-quarters of a million were stacked in all available space at the IMS warehouse. Distribution, as we note below, is a prime problem.

Although the U.S. has financed the production of most of the books, other countries, notably Australia, Taiwan and Canada, have contributed to the effort:

Table 4. I.M.P. ELEMENTARY SCHOOL TEXTBOOKS
STATUS BY COUNTRY OF ORIGIN, APRIL 1966
(number of copies)

	Already Printed	In Production	Manuscript Due
Financed by USAID			
Philippines	4,520,000	250,000	650,000
Hong Kong	2,420,000	860,000	
Vietnam		1,000,000	
Korea		850,000	
Other Bilateral Gifts			
Australia		1,460,000	
Taiwan	500,000		
Canada		460,000	
Totals	7,440,000	4,880,000	650,000

Source: Unpublished data, USAID/Education Division

The bulk of the books printed to date have been produced in the Philippines by the USIA Regional Service Center in Manila. The books in Hong Kong and Korea are the product of private printers who have won in international competitive bidding. At the time of our departure, the contracts for the 1,000,000 copies to be printed in Vietnam had not yet been let.* The books from Australia, Taiwan and Canada are gifts to the Republic of Vietnam.

It will be noted that none of the copies thus far produced, and only 8% of the overall total scheduled to be produced are from Vietnam. The decision to rely on offshore printing for the massive IMP effort was made in the light of the limited printing capacity within Vietnam when the project began in 1964**, and the fact that only two years or so of work time would be available for the initial program. In addition, printing contracts for books in Vietnam had never been for more than 100,000 copies, and printers were reluctant to bid on the projects, which might require as many as 650,000 copies, when their capital might be invested for two or three years in the midst of inflation, prior to being recovered from the Government. This problem has still not been fully resolved.

Because of the complex character of quo'c ngu', the national Vietnamese language (see Appendix B), type for the books had to be set in Vietnam, and page proofs flown to printers in the other countries, where they were reproduced by offset.

In a large scale, rush program such as the IMP Elementary Textbook Project, all books cannot be produced and distributed simultaneously. First priority was thus given to the subjects considered most important, i.e. health, history and arithmetic--all or most of which are already printed--and at least one title of each subject was produced.

The resulting incompleteness of the sets (except for health) has provided an excuse for elementary school teachers who are not convinced of the need for such textbooks. These teachers say that they are fearful of starting to use many 5th form books, because they have nothing to follow up with; they thus often follow old-style teaching notes, rather than any textbook. This matter is discussed later in this chapter.

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* Because of slow payments and the low prices involved in work for the Instructional Materials Service, that organization experiences difficulty getting private local printers to work for it.

** This capacity, as we have noted elsewhere in this report, has decreased since that time.

However, the incomplete nature of the series is a temporary condition that will be solved shortly; it is certainly better to distribute what is ready, rather than keep students without textbooks until the sets are complete. Then again, the lowest level books--the earliest used of each series--are the ones which have been produced first.

A more troublesome problem concerns the free aspect of the student editions. Although previous books were sold at a small subsidized price, and secondary books are still purchased by students--the books of the accelerated elementary textbook program are distributed free of charge. Many feel that a charge of ten piastres (8¢) would be well within the purchasing power of all students, and the fact that the books were rented (rather than loaned), even for so nominal a sum, would encourage students to better care for them.

The Book Survey Team witnessed in the Philippines the phasing out of a major USAID-supported elementary school textbook project which had, for the first time ever, provided free books (over 20,000,000 of them) to Philippine students. The Government of the Philippines, faced with an extremely tight budget for education, was experiencing serious difficulties trying to sustain the project. Once textbooks are distributed free of charge, it is usually politically impossible to subsequently ask parents to pay even a nominal, subsidized sum for such books.

Production of Teachers' Guides

Although teachers' guides have been planned for almost all of the student editions in the IMP, few have been prepared. At the time of our visit to Saigon, only 185,000 had been printed:

Table 5. I.M.P. ELEMENTARY SCHOOL TEACHERS' GUIDES AS OF APRIL 1966

Subject	Form	Number Printed	Where Printed
Physical Ed.	-	60,000	Manila
Handicraft	5-4-3	60,000	Korea
Health	5	10,000	Manila
Health	4	10,000	Manila
Health	3	10,000	Manila
Health	2	10,000	Manila
Health	1	10,000	Manila
Child Care	2-1	15,000	Vietnam
Total		185,000	

Source: Unpublished data, USAID/Education Division

The important subject areas of reading, civics, science, history and geography still lacked any teachers' guides. For arithmetic also, no guides had been printed, but the 5th and 4th Form student editions for this subject contain notes for teachers, in small type.

The Instructional Materials Service of the Ministry of Education produced the 15,000 child care guides; it has the responsibility for producing the remaining teachers' guides (usually in quantities of 10,000) at its own printing plant--a process which was reportedly under way.

The effectiveness of the IMP student editions are, in most cases, seriously hampered by the absence of the accompanying teachers' guides. On the one hand, the great scarcity of elementary school teachers and their high rate of turnover means that, more than ever, teachers need printed guides to use the textbooks uniformly and effectively. On the other hand, the student editions require the guides because, as a result of the crash nature of the IMP, the textbooks have greater than usual concept density; adhering to the same curriculum as previous versions, student editions were generally reduced in length, causing the removal of some enrichment material, and confining ideas to small space.*

The teachers' guides reportedly contain additional enrichment material, to supplement the meagre facts of the student editions.

We recommend a high-priority push to get the teachers' guides out to the schools. The fact that the guides are to be produced in limited quantities, should make the task relatively uncomplicated.

Writing the Books

The accelerated IMP elementary school textbook project began in 1964 with a multi-pronged approach that involved hundreds of Vietnamese editors and the entire USAID Education Division. Although textbook development had been supported as far for seven years before that, no concentrated effort was instituted until the accelerated program was put into motion.

Previously, several adult education books had been developed, printed and distributed as part of the literacy program (see Chapter 4), and four other textbooks had been started by writing committees.

At the outset, it became apparent that considerable work would be required to establish a basic grade level vocabulary, and a study was made to develop such word lists for the various grades.

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* To speed the production process, and to make it more efficient, illustrations were generally reduced from four-color to two-color, and the size and format of the books were limited and made uniform. This caused a reduction in the number of pages of existing books, and an excision of enrichment material, as the number of pages per unit decreased.

At the same time as the word study program was begun, additional writing committees--one per book--were established. Each was composed of Vietnamese author-educators, an illustrator, a USAID/Education textbook technician, a USAID/Education subject specialist, a USAID editor/author (a Vietnamese, who as a participant received an M.A. in education), an Educational Materials Service editor, and a Southern Illinois University (SIU) subject or curriculum specialist.

An early bottleneck was the slow pace of the Ministry of Education to review a book and approve it; at the beginning the process took up to one year. The problem was solved by adding to the committees an inspector of the Directorate of Elementary Education, who by participating actively in the work of the writing groups, was able to grant on-the-spot approval of concepts and ideas and ensured that the curriculum was followed--thus eliminating a subsequent time-consuming review at the Ministry.

Much additional time was taken by linguistic disagreement between Vietnamese born in the south and in the north. Still more time was occupied by the difficulty in recruiting qualified personnel for the committees.

All the books prepared by the Educational Materials Service were checked as to accuracy of content and illustrations and cultural context. The lessons were tried out in the Demonstration School of the adjacent Saigon Normal School and the Faculty of Pedagogy.

Use of the committee system of writing was new to Vietnam; before the elementary textbook project only individual authorship of books had been known. The committee system had its advantages and disadvantages. The process was undeniably slower than if the individual books had been separately authored, and there is a feeling in some quarters that the work of the committees was geared to the pace of their slowest and least perceptive members. On the other hand, the diversity of expertise and the wide scope of experience of the participating members resulted in books that were infinitely more comprehensive and better written than the single author books that Vietnam had known (and still knows in the secondary and higher levels of education).

And, hopefully, the committee system is helping to create a new crop of qualified textbook authors.

In view of the urgent nature of the project, however, there is general agreement that, if it were all to be done over again, it would be wiser to first screen existing works for suitability and to upgrade them, if needed. Or, a textbook writing contest might be held. In this particular situation, books may have been produced more quickly, but the end results would probably not be improvements.

The Distribution Problem

In a Vietnam at war, with the Vietcong in control of large sections of the country and able to interdict roads in many areas, distribution is a serious problem for the elementary school textbook project. We have already noted that large quantities of completed student editions remain in the Saigon warehouse of the Instructional Materials Service. The Republic of Vietnam is almost powerless to distribute books, except to the Provincial capitals; this work is usually done by Air America (a USAID contractor) and by military aircraft. The books are brought to coastal towns by the navy.

But getting the textbooks from the Provincial capitals into the inland towns and the hamlets requires ingenuity. The lack of transport is a surmountable problem that USAID hopes to overcome through the use of Lambretta tricycles which are being provided to the Provincial Education Chiefs. However, the roads are, for the most part, unsafe, so that large amounts of unused books are reported to be stocked in the Provincial capitals.

Textbook Acceptance and Use

During the early days of the project, demonstration programs were presented to familiarize the teachers with the organization and content of the planned textbooks, and to illustrate effective ways of using the student editions and the teachers' guides. The demonstrations were held at normal schools, certain strategic hamlets, and in-service workshops.

To assist the presentations, a film,"Ways of Using Textbooks", and a booklet of the same title were developed and distributed. The demonstrations were designed to pave the way for the textbooks themselves--they took place before the arrival of the student editions, and as noted above, most of the teachers' guides have not yet been produced.

Many of the teachers do not, however, use the books; it is estimated that they are only being used in about one-quarter to one-third of elementary school classes. Resistance to the textbooks is reported to have been profound:

1. Part of the resistance is long-ingrained habit and laziness. Traditionally, elementary school teachers have used the drill-response method in which they read their notes to the students, who are given key sentences and/or paragraphs to copy and to memorize. This is easy on the teacher, if not on the pupil, who uses copy books rather than textbooks.

2. Some teachers trained in the drill method feel that the books contain too much material; the textbooks are infinitely more comprehensive--contain too much material for the student to parrot back. (And students with textbooks in their possession read new and interesting things, and tend to ask questions that require answers.)

3. In a limited number of instances, teachers oppose the books because they replace previously written works by the same teachers, which had been sold and had brought a monetary return.

4. Others, confused by the new (to them) way in which the books are written, fear that the books distort the curriculum, or follow it inaccurately (ill-founded, because of the participation of Ministry personnel on all writing committees).

5. The Ministry of Education's initial over-emphasis on personal accountability and responsibility for care of the books has made teachers (and all concerned--from Provincial Education Chief, to students) wary of handling the books. Much early stress was placed on the multi-year

use of the textbooks, and there is a great fear of loss or defacement which still inhibits their employment, in some cases.*

6. Some teachers, as noted above, are afraid to begin using the books because they have not yet been distributed in complete sets.

7. And some teachers are reluctant to use the books because of concern that they will be compromised and become possible targets for the Vietcong.

The war situation prevents the central Government from exercising effective supervision and enforcement of textbook usage. The Government is weak in many of the outlying areas, and is little disposed to enforce its will respecting questions such as this. The fact that some one-third of the teachers do use the books--and do so voluntarily, in the face of obstacles, even though most have seldom or never used textbooks before and really don't know how to--should bring some sense of satisfaction to those in USAID and the Ministry of Education who have been active in the project, and should also inspire a drive to accelerate teacher acceptance of the textbooks.

As part of this redoubled effort, we recommend a revival of the "How to Use a Textbook" film showings at workshop sessions. For new teachers (and many of the elementary school teachers have been teaching for only a short time), the film and the accompanying booklet will offer valuable guidance. For experienced teachers, they will further help dissipate reluctance to use the books.

We also second strongly the recommendation of the SIU Contract Team that all school teachers be presented sets of the books, so that they can become conversant with the subject area material which precedes and follows that covered in the grade(s) they teach.

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* More than one teacher is reported to fear she will be held accountable for the books, if they are stolen by the Vietcong!

In addition to the elementary level project textbooks under preparation and/or contract, USAID plans to produce 6,000,000 volumes in Fiscal 1968, at which time the replacement cycle will begin. Assistance from third countries is considered probable. Australia is reported to be willing to donate more books, West Germany is expected to contribute 2,400,000 reprint books, and Canada and New Zealand are both possibilities for additional volumes.

The Report of the Gardner Committee called for a major effort to provide secondary school textbooks--a recommendation that supports recent USAID decisions (see below). We agree with the concept, for the secondary schools require much assistance in the production of books and other instructional materials.

We urge, however, that the new secondary level program in no way be permitted to stunt or cause the neglect of the vital, still only partially-completed elementary textbook project. The student editions will soon begin wearing out, and large quantities of reprints will be needed both to provide replacements, and to take care of continually expanding enrollments. In addition, revisions will soon be needed in some areas, and several important subject areas remain uncovered.

Montagnard Primers

The Summer Institute of Linguistics, in cooperation with the University of North Dakota, and with the assistance of USAID/Education, has developed (for the first time) primers in the vernacular language of important montagnard tribes. The books (some bilingual) are printed by the Instructional Materials Service of the Ministry of Education.

Through 1965, eleven different primers have been printed and/or reprinted in the Chrau, Pacoh, Roglai and Bahnar languages. The IMS prints these in limited editions, in its own plant. USAID plans continuing support of the project, and expects to get into Second Cycle books in Fiscal 1968.

The books to date have been small basic works; many have been mimeographed.

SECONDARY SCHOOL TEXTBOOKS

Nature of Book Use and the Accelerated USAID Program

The secondary school textbooks are usually slight affairs that expand little on the curriculum outline. Secondary schools (especially the private secondary schools) have wide latitude in their choice of books, and some use brief mimeographed texts (produced by teachers of the schools), although most use the somewhat more expansive products of Vietnam's private printing industry. In any case, the textbooks reflect the lecture-rote memorization orientation of the tradition-bound schools, which reflect 19th century France and its "baccalaureate fixation".

Two examples will suffice to show the range of books found in the secondary schools:

> The Cong Hoa school in Saigon, a private school which includes the cost of textbooks in its tuition charge, uses a book for every course. The "textbooks" average 36 to 48 pages; those we saw covered mathematics, algebra, chemistry, physics and philosophy. The Ministry of Education official who showed us the books noted that they had been written by some of Vietnam's top educators, and that the school has an excellent reputation; it attracts public school students to its specialized classes.
>
> One of the most important private publishers specializing in secondary level textbooks has a list of 44 books that cover the science subjects for which examinations are given at the various secondary grade levels. The books are of uniform style and dimension; most are plasticized paperbacks, with the text printed by letterpress in black and white on newsprint. The books vary in size from 100 to 260 pages, and rise in price with grade level from 18 *piastres* (15¢) to 80 *piastres* (68¢). Print runs are 3,000 to 5,000, and some of the titles have been reprinted annually, since the firm was founded seven years ago.

The fact that 23 titles of above-noted publisher's 44 were authored or co-authored by a single man--brother of the publisher and director of one of the largest private secondary schools in the country--suggests both that the textbooks are little more than embellished curriculum outlines, and that well-situated authors influence sales. The firm, incidentally, does not publish teachers' guides for its books.

The Instructional Materials Service publishes some secondary school textbooks, but relatively few, and some of these are apparently a number of years old. It published 17 university and secondary level textbooks and reference books in 1965; these included titles on pedagogy, philosophy, history and various works of literature.

Because the secondary school textbooks are generally so unsatisfactory, USAID has become active in that area. Under the Instructional Materials Project, an initial nine titles are planned for priority production and through Fiscal 1968, some 5,000,000 copies are scheduled to be printed.

To start the secondary level project with a minimum of delay, USAID will select the nine titles from among existing titles which need little or no editing or revision. It has encountered difficulties in establishing the writing committee system for the secondary school textbooks, because author-educators who already have books on the market have been uncooperative. They want to continue writing, and in some cases publishing their own books, and thus far have been reluctant to participate in joint writing efforts. Similar opposition was encountered when the elementary textbook project first got under way, but it was not as intense.

USAID had not at the time of our visit come to a definite conclusion concerning resolution of this problem in time to get an accelerated textbook production program speedily under way. The general feeling was that the joint committee writing technique might have to be bypassed.

A minimal price will probably be charged for the secondary level textbooks. Books at the secondary schools have traditionally been purchased by the students; the schools, as previously noted, have a high degree of economic selectivity.

The Gardner Team supported the USAID secondary school program, and recommended that, with the Instructional Materials Service as a base, a major program of providing secondary level textbooks in Vietnamese should be undertaken. It specifically suggested that first priority should be given to programmed instruction materials, especially in language, mathematics, and technical or vocational fields.

Books in the Trade and Vocational Schools

This discussion of the non-academic secondary schools must be considered within the context not only of its embryonic present but of its hopefully much-enlarged future. Vietnam in 1965 had only 29 such schools with a grand total of 7,466 students: almost three-quarters of the students attended apprentice schools and technical schools; a bare 1,000 attended vocational agricultural schools; 800 attended rural trade schools; and 140 attended the National School of Commerce.

If we add to this total the students at the Thu-Duc Demonstration High School who are taking business education courses, we are still referring to a market that is far from an economically viable size for private publishers, even if all students used books, which they do not.

Comparatively little in the way of instructional materials is used in the technical and vocational schools. What little there is, is reproduced by the Directorate of Vocational Education printing unit, which has offset and letterpress equipment, and does much mimeographing. Shop area instructors use the blackboard for diagrams; they do not use books. The Ministry also has a printing unit in its extension service, which prints basic instructional materials, and has issued teachers' manuals.

USAID is supplying the rural trade schools with educational materials of a basic type, and at the time of our visit was contemplating a modest textbook project for the students of the vocational agricultural schools, none of whom have textbooks.

For the Demonstration High School at Thu-Duc, the business and home economics education advisors of the USAID Ohio University Contract Group are preparing material in an initial effort to overcome its widespread absence. Mimeographed unit sheets covering the 7th and 6th Form home economics subjects have been developed; in time it is hoped that enough additional material will be completed to form the core for a textbook. For a business education course, material from a U.S. general business textbook has been translated and mimeographed in 130 copies, and is being used as an experimental version to gauge reaction. (It is thought that major revisions will be needed to adapt it for Vietnamese use.) Work on a typing textbook has also been begun.

It can thus be seen that the primitive beginnings of textual material are beginning to be prepared for the Vietnamese trade and vocational secondary schools--thanks in large measure to the work of USAID and its university contract groups. But the preliminary effort is tentative and in some respects uncoordinated. It seems to be proceeding at a pace that may lag behind need, if the Republic of Vietnam does indeed begin to emphasize the non-academic secondary school sector.

The shortage of competent teachers and the parallel lack of textbooks and adequate instructional materials in almost all areas of technical and vocational education compound the problem faced by Vietnam in attempting to increase the number and quality of such schools.

When teachers' needs are filled with textbooks, technical manuals, workbooks and work sheets that provide basic course information, practical exercises and self-teaching help, teachers can devote time previously spent in lecturing to demonstrations and to individual assistance to students. Moreover, with such material, the students have available reference sources to consult while developing their projects, freeing the teacher still further.

As a result, technical and vocational instructional material increases teachers' efficiency, permitting them to successfully handle larger classes, and providing students with handbooks for subsequent use, while practicing their trades.

Discussions with Ministry and USAID/Education officials, education advisors, and educators revealed the virtual absence of material vital to the economic and industrial development of Vietnam: industrial arts titles in subjects such as woodworking, metal-working, general shop and mechanical drawing; specialized course books in auto mechanics, machine shop, electricity and electronics; pre-vocational and vocational books for girls in the various fields of home economics; vocational agriculture subjects; and general business courses.

Because much of trade, vocational, agricultural and industrial technique and technology is international in nature, textbooks and instructional material in these fields lend themselves well to translation and adaptation. We recommend, therefore, the following program to adapt and translate such material:

> Against the background of Ministry of Education expansion plans for the non-academic secondary schools, a joint Ministry/USAID team would first inventory for suitability and use material presently in print or in preparation in Vietnam.
>
> Next, appropriate foreign textbooks, manuals, and work books would be identified, collected, assigned relative priorities, and selected for adaptation and translation. The ideal translator-author of a Vietnamese edition would be an industrial education teacher who combines a technical background with English language ability; he might work in coordination with a subject specialist from the Ohio University or another contract group, if one were available.

Aid in obtaining translation rights would be obtained from U.S. Government sources, and the AID Global Royalty Program would be extended to include second use rights for the art work in books being translated.

Because of the limited number of copies that would be needed of the technical and vocational material in the foreseeable future, the Instructional Materials Service might be given the responsibility for publishing the material, and might be able to handle the assignment on its own presses. Its capability of so doing would, however, first have to be determined.

We recommend that the details and scope of the project be delineated by an experienced U.S. technical and vocational educator-editor, who would proceed to Vietnam on a short term USAID assignment.

Reinforcing the Textbook Concept

In various parts of this report, we discuss the general non-use of textbooks in Vietnamese education, and the baccalaureate-oriented lecture, rote-memorization system which has produced this effect.

The Ministry of Education/USAID Instructional Materials Project, with its systematic planning, its introduction of the writing committee system, and its actual placing of elementary school textbooks in the hands of millions of Vietnamese children, has scored a major breakthrough in the exposure of modern concepts and methods to the educational community (especially at the elementary level) and to some Government officials.

The fact that the elementary school textbook phase of the project still encounters opposition, and that its new secondary school textbook phase has been slowed by major obstacles placed in its path, reveals that while a start has been made, there remains an intensely difficult road ahead.*

Still prevalent among many (perhaps most) of the teachers and educators, among education and other Governmental officials, and among the private publishing community is a lack of appreciation concerning the key role textbooks can play in the learning and teaching process. Most educated Vietnamese have never been afforded the opportunity to see for themselves the benefits that accrue from the use of multi-dimensional textbooks. The intensive and productive efforts of USAID and its contract groups of educators can and will continue to press the cause of effective textbooks, through the accelerated secondary school textbook effort and other projects. These, we feel, should be supplemented by a series of "opinion forming" demonstration seminars and workshops.

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* This resistance, due to lack of understanding of the textbook function, was evident from the beginning. F. J. Armistead of the SIU Contract Group, in a description of elementary textbook writing committees' methods, noted: "The theory of individual differences does not seem to be understood by the average Vietnamese teacher. The committees look askance at 'extra credit work' for bright pupils and 'minimum essentials' for the slow-learners...(in addition) the advisor has a hard time to convince the committees that elementary textbooks should not be burdened with too many facts."

Vietnamese must be further shown that books are a key educational tool, and that educational systems reach their highest level of quality and efficiency when they make use of books and instructional materials on a large scale.

More must be brought to realize that simply by going to school, merely by memorizing textbooks, students do not necessarily gain an education; that a true education--one that proves of maximum value to the student involved and to Vietnam--is one that teaches the art of inquiry, the techniques of research, and encourages students to use books habitually, so that when they leave school, their education can continue throughout their lives.

The Ministry of Education admits that the current curriculum "--which was primarily planned for city dwellers--is out of date...it meets only the needs of those fortunate few who can afford to go on to college, a bare one percent of the school population...and still is, at best, a college-preparatory syllabus."*--one, we note, which must be memorized from a textbook geared to that end result.

The secondary school textbooks (and--see the next chapter--the few higher education textbooks that exist) reflect this single-dimensional education purpose. They list the facts and concepts that the student must learn to pass his examinations, and little more--skimming lightly through the syllabus. Few textbooks at these levels address the educational problems they can help solve: teacher training, cultural differences, and individual differences.

To assist the accelerated Instructional Materials Project attain its immediate and long-term textbook objectives, we recommend that the multi-dimensional role of textbooks be demonstrated to appropriate levels and groups of Vietnamese through a planned, phased series of educational seminars and workshops that run the spectrum from general opinion forming to specific help in finite areas. We foresee a three-level approach:

(a) "Opinion forming" seminar(s) in Vietnam, at the top level, for the Minister of Education and the chiefs of the various concerned directorates and services, for other Government officials, and for rectors of universities.

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* "Education in Vietnam", Department of Research and Planning, Ministry of Education, Republic of Vietnam, Saigon 1965.

(b) "Operating level" workshop(s) in the U.S. for book specialists: the Director of the Instructional Materials Service, those in charge of preparing similar materials in other Ministries, key individual secondary level publishers, and important printers.

(c) Meetings at the projected Regional Book Program Coordination Center, where book specialists from various East Asian countries can exchange information and learn new methods and techniques.

Such seminars and workshops would help dramatize to key Vietnamese the new world of expanded educational book use, and would encourage them to support the fundamental changes being advocated by USAID and its university contract groups. Logical sponsors for various phases of the project would be TCR/Central Book Activities, the Far East Regional Development Division of AID/W, and USAID.

ELEMENTARY AND SECONDARY SCHOOL LIBRARIES

It is difficult to talk seriously about school library development, or indeed any kind of library development in Vietnam when it is realized that only five professionally trained Vietnamese librarians are employed in the entire country.

Good books and library units are much in the mind of those responsible for planning administration of elementary and secondary education, and some positive school library planning is in the air. But, as we have already pointed out, first priority has been given to filling the initial book need of the schools--a textbook for every child--and until this is accomplished progress toward development of library service will remain limited.

Statistics regarding school libraries are hard to come by. This is not difficult to understand. The elementary schools had practically no books before the Instructional Materials Project began to provide textbooks, and the number of such schools with libraries of any sort is minimal. The few libraries found in the urban schools are, for the most part, small storage areas, closets or rooms with closed shelves; the hamlet schools have no libraries.

Secondary school libraries are also rare, but less so than among the elementary schools. Eleven of the 135 secondary schools in Region IV, and six of the 33 public secondary schools in Region II--10% of the total--were reported to have libraries at the beginning of 1966, but the nature and state of these is not known. When secondary schools have libraries, they each receive two copies of the few new books published by the Ministry's Instructional Materials Service.*

Organizations and individuals have donated English language books to some secondary schools, to help school library programs get under way. But such books (see Chapter 3) often remain unread, because of low student second-language capability. In a recent field report, a member of the International Voluntary Services team told of the opening of a school library in his area, and noted, "I am giving them 200-300 books in English right away to get them started... (but) English language books are not very good in a high school library. 1% to 2% is the proper number; that is how much they are used."

During our survey in Vietnam, we visited several schools. We list below brief resumes of some of our findings, to convey an impression of the state of the best school libraries in the Saigon area (where--located in the capital and the intellectual center of the country--they are admittedly superior to those found elsewhere):

Phan Van Tri elementary school for girls (3,379 enrollment), and Nguyen Thai Hoc elementary school for boys (3,291 enrollment) are two of the largest in Vietnam. Neither has a school library, although the latter maintains a small teachers' library with perhaps 100 donated books, reportedly replacing a collection lost in a recent fire. Both, like many other elementary schools, operate on a two-shift basis--a factor which, according to Vietnamese educators, hinders the development of school libraries:

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* We have previously noted that these totaled only 17 in 1965.

with two different sets of students and teachers using the same classroom, there is no centralized control to make sure that books are not stolen.

Petrus Truong Vinh Ky secondary school for boys (about 3,500 enrollment), and Gia Long secondary school for girls (5,760 enrollment) are also among the largest and most advanced of their kinds. Petrus has an attractive library with a newly expanded demonstration-type book collection, developed with a grant of 100,000 piastres ($850) from the Prime Minister; while books may not be borrowed from the library directly, they are available for reading, and the library itself probably contains as complete a collection of textbooks, supplementary readers, and reference books as are found in any similar type school. It includes materials in Vietnamese, French and English, and is of value to both teachers and students.

At the huge Gia Long secondary school, there is a library of about 30,000 volumes (mostly unclassified) which were to be cataloged during the summer of 1966, thanks to an 80,000 piastre ($678) grant from the Asia Foundation. When the reorganization has been completed, the library, which seats perhaps 100 students, will be one of the most attractive in the country.

The Thu-Duc school is a brand-new demonstration "comprehensive" secondary school located in the outskirts of Saigon Although it has a spacious and comfortable library, and permits book borrowing by students (through the influence of the USAID Ohio University Contract Group, which has been active in all developmental phases of the school), the shelves are almost empty of pertinent material. No money had been appropriated for library acquisitions by the time of our visit to the school, so its collection represented donations of English language books from U.S. agencies: USAID, JUSPAO and the Asia Foundation, plus about 300 books in Vietnamese, which were donated by the Parent Teachers Association. There was little of genuine interest to the students.

If they are to become more effective instruments for education, Vietnam's elementary and secondary schools must eventually begin to use complementary and supplementary instructional materials for classroom use and individual work in libraries. In view of pressing need to complete the elementary textbook project (including the teachers' guides), and to begin an accelerated secondary school textbook project, supplementary material cannot be considered of first priority. And with the lack of space in the schools for libraries, the absence of trained librarians, and importantly the lack of interest on the part of educational authorities in having students work with any books except basic textbooks--supplementary books, even if they were available in the Vietnam of today, would find little immediate use.

But the time is hopefully not far off when--through the continuing efforts of USAID, the Asia Foundation, JUSPAO and other foreign agencies--an appreciation of the need for supplementary material will become sufficiently widespread throughout the Ministry of Education to make such a program feasible. At that moment, USAID should be ready to spearhead a project to provide schools--and later on, classrooms--with supplementary materials that will further widen the horizons of the school children.

An important first phase of such a project would be the preparation of supplementary readers in various classifications: science readers, readers about home and family for girls, readers aimed at students in the hamlets, readers for students who are book-shy, for those who have high aptitude, and literary readers. Another would be the provision of basic libraries of reference books for the schools.

The development of programmed instruction and other new teaching aids suggested by the Gardner Team could become subsequent parts of the project, as could an expansion in the use of educational radio - and eventually educational television might be included.

We recommend that USAID begin initial identification and delineation of the various elements which might comprise such a project (possibly with the assistance of a short-term consultant); the supplementary materials project might well be time-phased to begin immediately after the massive secondary school textbook program is safely under way.

AUDIO-VISUAL SERVICES FOR THE SCHOOLS

Output of the Instructional Materials Project

With the support of USAID, the Instructional Materials Service has produced and distributed a wide range of useful, basic audio-visual materials and equipment--many to hamlet schools. At present, there is little integration in the use of such materials with textbooks.

Teachers' Kits: Under a five-year project, over 10,000 teaching kits have been produced and over 6,000 distributed to hamlet schools. They consist of wall maps, globes, reading charts, arithmetic flashcards, anatomical charts, flannel board materials, a weather kit, catalogs of available motion pictures and filmstrips, and instructional pamphlets such as "How to Make Inexpensive Audio-Visual Materials", "How to Make a Pinhole Camera", "How to Make a Globe", etc. The kits are valued at 2,000 *piastres* and are priced at 500 *piastres* ($4.24). In addition, over 5,000 chalkboards have been distributed to the Provinces for installation in classrooms.

Films and Filmstrip Equipment: The IMS maintains a small film and filmstrip library. Some 3,000 filmstrip slide projectors have been distributed, and Provincial Education Chiefs have received fifty 16mm motion picture projectors. Overhead projectors are also available at the IMS. Portable generators are usually provided, for many hamlets lack electricity.

Students' Kits: These consist of notebooks, pencils, erasers, a ruler and other similar articles. The kits have been distributed to elementary school children in certain hamlet areas.

Audio-Visual Workshops: 55 teachers have been given a two-year course in audio-visual instruction, and 1,200 provincial teachers and administrators have taken part in the four-week in-service workshops. Additional workshops have been conducted in nearly all Provinces to instruct teachers in the use of educational materials.

Radio: One radio series of 40 programs had been produced by late 1965, and 50 teachers had completed a writers' workshop in preparation for producing radio programs. During the visit of the Book Survey Team, the IMS was working on 150 taped radio education programs, of 15 minutes' duration each. These are to be broadcast twice weekly and repeated twice daily. For the 1966-1967 academic year, subjects include history 4,3,2 and 1; music appreciation 5,3,2 and 1, and "Let's Tell" stories for 5th Form. 5,000 Japanese-donated radios enable the public elementary schools to receive the programs. The Gardner Report recommended extensive use of this medium.

The Instructional Materials Service produced much of the A-V material in its short-run printing plant, silkscreen production center, radio studio, and elaborate graphic and photographic facilities.

Educational Television

The Gardner Team feels that present Vietnamese television facilities are not now capable of making a major contribution to educational and training programs. It sees program creation as the main problem, because "Government of Vietnam facilities and personnel are lacking."

In view of the enthusiasm reflected for the medium by the Ministries of Education and Information, we suggest that the educational possibilities of the medium might be explored in depth. Television is a new force in the country. During our visit to Vietnam, two air-borne programs were being broadcast, and ground-based stations were under construction. Much of the programming was aimed at U.S. troops; the Vietnamese materials broadcast were chiefly news and documentaries, prepared in cooperation with the Ministry of Education.

According to present plans, television is to be operated as an autonomous agency or directorate under the Ministry of Information. Unrestricted importation of television sets for sale to the general public will be permitted, although the number of private citizens who will be able to afford sets in the immediate future is limited. Its chief importance lies in the educational area.

Justifiable fears have been expressed that other "less glamorous" educational programs might be stripped of needed financing as a consequence of diverting all-too-limited funds into television before there is readiness to use it. However, the deep interest in, and the obvious appeal of the medium, plus its obvious potential for educational instruction suggests to us that the Ministry of Education should be encouraged to study the use to which it can effectively be put. Reluctance to provide this type of assistance now, in the very formative stages of television in Vietnam, could only discourage the Vietnamese who are now seeking to create this medium around an educational base, and might impair the quality of the programming.

Based on the diversity of experiences and uses the medium has encountered in the developing and the developed world, it is quite possible that a major television-based educational system could be developed in a country the size and character of Vietnam. Taking advantage of others' experiences and regional production efforts such as those currently planned for the Philippines, American Samoa, etc.--a valuable instructional tool can possibly be developed, in spite of climatic and financing problems.

Admittedly, the educational television effort should not move faster than the development support and expertise required for its proper programming and maintenance; nor should it replace other vital programs. But the natural excitement created by the medium should be capitalized upon, and USAID should consider participating in imaginative and realistic Vietnamese efforts to develop television into an educational tool, and providing active support when the time comes to implement decisions.

CHAPTER 3

FOREIGN LANGUAGE TEXTBOOKS AND BOOKS IN HIGHER EDUCATION

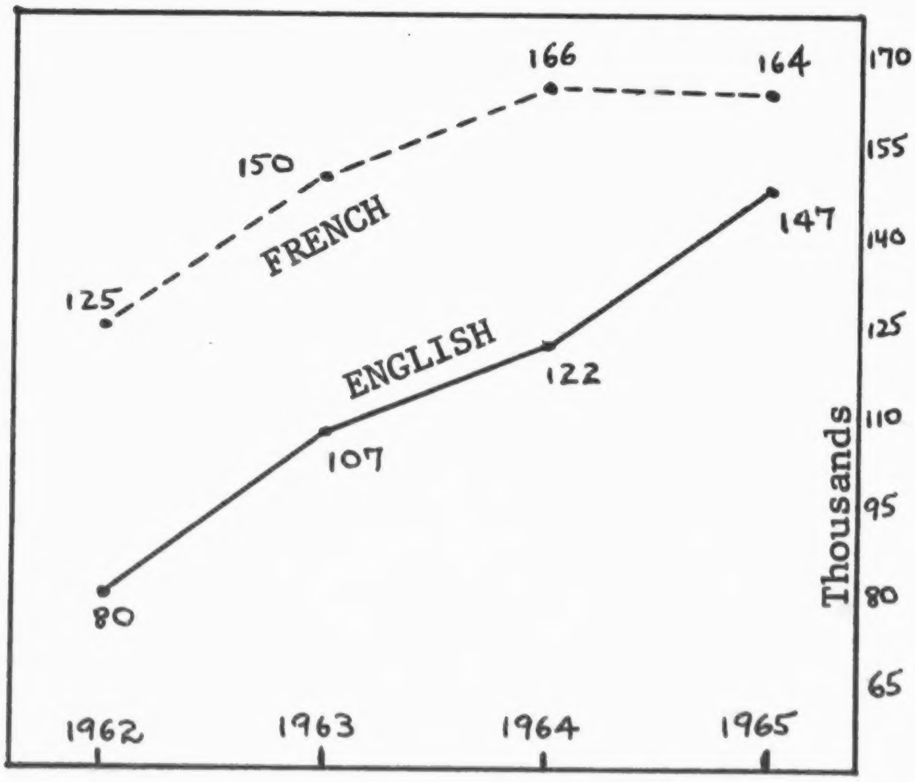
This chapter covers additional important aspects of book use in the formal educational process. It first discusses the English language teaching books in the secondary schools. Then it takes up two difficult problem areas in higher education: first, professional books for the students of normal schools; and second, the serious lack of university level books--markets that are seriously circumscribed because of their small size (less than 30,000 students), the lack of respect for and belief in books on the part of university professors, and the specialized and fractionalized nature of the markets themselves--which require some non-Vietnamese material.

SECONDARY LEVEL ENGLISH BOOKS

Books for English Language Teaching in the School System

French has traditionally been the most important foreign language in Vietnam since the first days of French rule, over a century ago. In the years before World War II, instruction in the lowest two grades of elementary school was about two-thirds in Vietnamese, and one-third in French. In the highest three grades, French was the language of instruction about one-half the time. Few Vietnamese went beyond elementary school. Those who did studied in a predominantly French language environment, and absorbed French educational concepts.

Figure 1. SECONDARY SCHOOL STUDENT CHOICE OF FRENCH OR ENGLISH AS FIRST FOREIGN LANGUAGE, 1962-1965 (in thousands)



Source: Annuaire Statistique de l'Enseignement 1964-1965

During recent years, with the intensification of American influence and effort in the country, the English language has begun to be important. Both within and without the formal educational system, English is being studied by more and more Vietnamese.

Figure 1, above, shows that it is gradually overtaking French in the secondary schools. The number of students selecting French as a first foreign language rose from 125,000 in 1962 to 166,000 in 1964, then dipped slightly to 164,000 in 1965; while those selecting English rose from 80,000 to 147,000 over the four year period--coming within 17,000 of French, in 1965.

From 1962-1965, those selecting English rose from 39% of the total, to 47% of the total. The trend varies little between first and second cycles of secondary school--French still predominated in both cycles, and in all seven grades in 1965--but the trend is unmistakable.

The Figure 1 totals cover the private, public and semi-public secondary schools. It does not, however, cover the relatively few students in the lycees operated by the French Cultural Mission--which are still preferred by those who can afford them.

English fluency, while growing, is still superficial. The favored language among those with more education (and among the staffers and officials of the Ministry of Education) remains French.* But, with the ever-increasing number of Americans in the country, there are obvious economic reasons for concentrating on English. The principal of one of Saigon's largest secondary schools reported that although the majority of students still select French many, as they approach the end of the second cycle, begin studying English in private for-profit schools (see Chapter 4).

At present, students may elect English at one of two points in the secondary school curriculum--either in the 7th Form, where it is selected as the first foreign language and studied for seven years, or in 3rd Form, where it is taken as the second foreign language and studied for three years.

At the time of the visit of the Book Survey Team to Vietnam, the following English language textbooks were being used in the secondary schools:

- For 7th and 6th Forms: "Let's Learn English" (American Book Company)
- For 5th and 4th Forms: "Practice your English" (American Book Company)
- For 3rd and 2nd Forms: "L'Anglais par la Conversation"
- For 1st Form: "La Vie en Amerique"

Oddly enough, as the titles indicate, the last two books are French, and teach English in the "British" style. They are considered unsuitable by Americans in the English language teaching field in Vietnam. From the viewpoint of pedagogy and content, both should be replaced as soon as possible.

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* JUSPAO (Joint U.S. Public Affairs Office) has an extremely successful program in Vietnam involving French language translations of U.S. paperback novels. The books used were printed in Paris by USIA for the French Community nations of Africa.

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The Mission Council (a group consisting of key officials of various U.S. entities active in Vietnam) has appropriated $500,000 to up-grade the secondary level English teaching effort through the procurement of appropriate textbooks and some reference and pedagogical books. Under the project, 313,000 student editions of McGraw-Hill's "English for Today" have been ordered in quantities that vary from 82,000 (for Book 1) to 25,000 (for Book 6). In addition, quantities of teachers' editions for the textbooks were purchased. The order, by USAID through Acme Code, was scheduled to arrive in Saigon by mid-July, 1966. The books were to be presented to the Ministry of Education (which has already approved them) in time for school use in the 1966-1967 academic year.

Two reasons were presented for the offshore procurement of the books: (1) the low state of local publisher capability, and the need to insure speedy delivery for school opening; and (2) the absence in Vietnam of sufficient paper for the large printing, and/or the lack of local currency availability to make the purchase.

USAID noted that it had a sufficiency of U.S. dollars for book-related projects, but that the lack of piastres hampered its efforts to support the Vietnamese book industry through local printing and publishing of books.* The problem was especially acute in reference to book paper--the largest single component of production cost--which was understood to be available on the local market, but not purchasable, because of inaccessibility of local funds.

During the Survey, it became apparent that USAID should investigate the possibility of avoiding this bottleneck by purchasing U.S. book paper for dollars directly through commercial channels, or through the General Services Administration (as was done in the USAID/Philippines Textbook Production Project).

> Under this plan, the book paper, cover stock, binding supplies, etc. would be turned over to the selected Vietnamese publishers, for whom the royalty payment could also be taken care of. These elements might account for two-thirds of the total production cost of the books.

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* For Example, USAID was trying, during the visit of the Book Survey Team, to obtain access to long-denied counterpart funds, so that the bills of Vietnamese printers could be paid. The obligations had been incurred in connection with the Instructional Materials Project.

The USAID Teacher Education Advisor for English is active in the training of students for the teaching of English in the schools, and works on in-service training projects and participant training projects, to that end. The International Voluntary Services (IVS), under a contract with the Mission, has been supplying English language teachers to the schools. About two-thirds of IVS's 25 teachers work in the lower forms of secondary school, and the remainder in the USAID-assisted normal schools. Under the terms of a new contract extension, IVS is scheduled to triple its English teaching personnel.

Supplementary Books in the English Language

In addition to the obvious need for English language textbooks in the secondary school foreign language courses, there has been much discussion concerning the possible use of English language supplementary and reference books for the school libraries, in an effort to counteract the book gap caused by the general unavailability of such books in Vietnamese.

This has given rise to an anomalous situation characterized by an absence of the Vietnamese language books the students can read, and a presence, or potential presence of English language books that most students cannot read. The agricultural vocational schools, for example have excellent libraries (many of the volumes provided through USAID), but the majority of their books are in English, and most of the rest in French. Since the overwhelming proportion of students lack sufficient fluency in either language, the books remain unread. In the absence of pertinent Vietnamese books, students simply attend lectures and write their own notes. USAID is contemplating a translation program to remedy the lack of agricultural vocational books.

The Asia Foundation office in Saigon is trying to formulate a similarly-oriented Vietnamese translation program for the libraries of academic schools. With the knowledge that few books except for novels are being translated into Vietnamese, it feels that it should take an active role in the dissemination of knowledge, rather than passively wait for students to finally master English.

At the time of our study, the Foundation was in the process of determining book availability in Vietnamese through a survey of publisher book lists. It feels (correctly, we believe) that there is great potential demand for translations of the right kind of secondary level supplementary and reference books. The Asia Foundation lacks funds for a large translation project; USAID should consider assisting the Foundation in this worthwhile effort.

BOOKS FOR NORMAL SCHOOLS

There is an almost complete lack of textbooks and pertinent library books in Vietnamese for Normal School students. A recent SIU paper pointed out that "so very few professional materials are available in the Vietnamese language that individual study and research is virtually impossible. The recent influx and expansion of the results of educational research in the U.S. is almost unavailable to the students in the Normal Schools."

Although English and French are taught in the secondary schools, Normal School students lack proficiency in those languages. They need books in Vietnamese.

Perhaps the greatest lack is a book on educational psychology; the Normal School teachers (many of whom are U.S. trained) look forward to an educational psychology textbook which will help them instill the U.S. concepts. Other priority needs include books on the methods of teaching (i.e., teaching reading, language arts, mathematics, etc.), and a good elementary school organization book. Books are required for both teachers and students.

We recommend that a translation program be initiated to adapt and translate selected titles from English to Vietnamese. The program might follow along the lines of Proposal III of SIU's paper for the Gardner Committee, which calls for the translation of U.S. titles, until such time as Vietnamese authors begin to publish their own materials. The books would be created by the entire faculty of SIU and modified by the team in Vietnam.

In the previous chapter's discussion of the elementary school books produced through the Instructional Materials Project, we recommended that teachers of such schools be given sets of the newly developed books. We further recommend that all Normal School students be presented sets of these works, and that they be taught to use them effectively. This has reportedly been done in several instances, but has not yet been adopted as general practice.

BOOKS IN HIGHER EDUCATION

The traditions and practices of the Vietnamese university system severely restrict the higher education book market. Textbooks of any kind are seldom used. Instead there is still wide adherence to the classical nineteenth century European lecture--note taking--rote memorization system, which avoids books.

In some areas, Vietnam is first reaching the pre-textbook stage in which professors mimeograph and sell their lecture notes. And The Asia Foundation has helped Dalat University students to overcome the textbook lack by providing a mimeograph machine upon which lecture notes are mimeographed; in that case, the sale proceeds are contributed to the student fund. The project has already covered the Faculty of Political, Economic and Administrative Sciences, and is now working on lecture notes of the Faculty of Letters.

A few university level textbooks and reference books are being printed. The Instructional Materials Service produces, through private printers, about four or five such books per year, "blindfolded". It publishes without change manuscripts which are submitted by various Saigon University faculties, and approved by the University's dean and the Ministry of Education. Each faculty has a quota of two textbooks, but the quota is seldom filled. Last year the IMS published two scientific terminology books, "Dictionary of Chemical Terms", and "Dictionary of Biological-Botany Terms", and an introduction to Indian philosophy. Three books are presently in production: a volume on gynecology, a translation (from the French) on anthropological genetics, and a book on atomic energy.*

In addition, law books and history books are produced by local private publishers. But most of the liberal arts and most professions seem almost entirely void of adequate materials of Vietnamese origin.

The university level book gap will undoubtedly not be filled in many areas until the professors are convinced of the value of books, and begin using them. When an educational system does not use books, book "needs" are minimal. Thus, the Asia Foundation survey of publisher book lists for a projected translation program, discussed above, does not cover books at the university level. The Foundation notes that universities must first begin to use textbooks and assign reference reading, before such a project is worthwhile.

Nor is the donation of English language books a viable solution in most instances. Even begging the question of the foreign languate ability of entering university students (and many educators report that it is quite low for most secondary school graduates), the almost 50%-50% split among students who have taken English and French as their first foreign languages has produced such a heterogeneous group in the university classroom, that the use of a single second language textbook comprehensible to all, is many years off.

It thus appears that for the immediate future, most university level textbooks (when they come to be used), will have to be in Vietnamese. But the lack of competent authors and the severely limited size of the market will discourage publishers from bringing out such books, even should professors require students to purchase them.

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* Many of these are reference books, calculated to help meet the language problems caused by the lack of standardized Vietnamese technical terminology. The books usually give French and/or English terms and Vietnamese equivalents.

Nevertheless, in certain specialized areas, English language books are needed. Thus, the Faculty of Medicine of Saigon University, whose students presently use mimeographed professors' notes, is interested in using U.S. clinical and pre-clinical books, if the high cost of the imported books can be mitigated.

AID/TCR/CBA has developed in the Philippines a remarkably successful university textbook rental-purchase project that has wide applicability to Vietnam. The project, created for two medical schools in Cebu, provides basic collections of medical books which are then kept up to date on a revolving fund basis by charging nominal rental fees to students. Under the project ten pre-clinical textbooks are rented to the students, and ten clinical books are sold to them. The latter are purchased on a five-year installment plan. The fees that are charged provide a revenue just sufficient to cover obsolete or worn material.

The initial collections were provided the Cebu schools by AID/CBA; the revolving fund for replacement is controlled by the medical school involved. We recommend that similar projects be established in Vietnam--certainly for the Faculties of Medicine, and possibly for other areas in which U.S. books would prove truly useful. We stress the words "truly useful", because of past experiences with donated books in Vietnam; for example, the 200-volume sets in bacteriology and obstetrics which we understand were obtained as gifts, but which are not currently being used.

The Cebu-type program might prove efficacious where others have failed, because the schools themselves would make the primary selection of the books involved.

UNIVERSITY LIBRARIES

During the team's stay in Vietnam, the libraries maintained by the Faculties of Law, Medicine, and Pedagogy of the University of Saigon were visited. In regard to these, and also the National Institute of Administration Library, we agree strongly with the "concept" recommended by Dr. Gerald Orne (see Appendix D) that ways must be found to coordinate the work of these agencies and to develop a centralized library for the University of Saigon. Dr. Orne recommended that such a library might be constructed in the center of the new campus at Thu-Duc. We suggest alternately that greater priority be given the placement of a national library building in Saigon itself.

We were unable to visit the university libraries at Dalat and Hue (which has a central library), but were advised that, excepting archives at Dalat, there would be little point to the visits; Saigon is the fountainhead of library activity in South Vietnam.*

The library serving the Faculty of Law includes approximately 10,000 books and 20 professional journals. Unfortunately, no budget is appropriated, and gifts represent the library's main source of books. Very few new books can be ordered (about 100 were purchased in the past year); when they are, they are usually in French and are purchased directly from France. The Dean of the school reports that second language fluency does not constitute a serious problem for students because they know some French or English when they enter, and law is capable of being fully codified, studied and handled in Vietnamese. 70% of the books in the Faculty of Law library are in French, 20% in English, and the remainder in Vietnamese. In the absence of law textbooks, students rely on lecture notes and on books that can be found in the library.

The Law Library seats approximately 100 persons in the traditional study hall manner. Collections are shelved separately and for the most part are out-of-date. There are a few sets of books located around the walls, but these show no evidence of use. The library is staffed by two persons--a clerk (self-trained) and one assistant. Neither has received any training in law or in the practice of librarianship.

Scheduled to move to a new campus in the late summer of 1966, the library of the Faculty of Medicine includes 6,000 books in French, 2,500 English titles, and receives 276 periodicals, of which little more than half are in English. A few microfilms from France have been received, and a limited number of textbooks are available. The current budget of the library for books, periodicals and binding was 100,000 piastres ($850). Most materials now in the library represent gifts, a practice which may in the long run be dangerous, for the lack of budgeted funds has been attributed to the fact that "sufficient" gifts had been received from The Asia Foundation, the China Medical Board, et al.

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* The University of Dalat (1,515 students) has no permanent faculty. All 60 of its professors shuttle by plane from Saigon for a day or two of lectures each week, and thus make little use of library facilities. Saigon professors may hold as many as three or four jobs simultaneously, and are understandably reluctant to leave the city.

Unlike the Faculty of Law, the Faculty of Medicine requires a fairly thorough knowledge of French and/or English on the part of its students.

The library serving the Faculty of Pedagogy includes approximately 13,000 volumes and 50 separate sets of journals. About 60% of the book collection is in English, 30% in French, and 10% in Vietnamese. The library is fully classified in Dewey, a tribute to its former U.S.-trained librarian, who is now serving in the army. Like other Saigon faculty libraries, the Library of Pedagogy has not received a regular budget; it obtains most of its books as gifts from USAID, The Asia Foundation, and the French Cultural Mission.

Its book collection is kept in a closed stack area next to a barren study hall. Library service is hampered by the lack of sufficient numbers of pertinent books, and the lack of a definite budget. Use of the library is limited to students and faculty associated with the Faculty of Pedagogy; it is managed by a librarian with the help of a custodian and student assistants. On the plus side, it has available a complete dictionary catalog in one alphabet, and binding is more or less up-to-date.

Not visited, but reported as one of the best libraries in Vietnam, is that which serves the National Institute of Administration (NIA)--a unique school operating entirely under the supervision of the Prime Minister. Its professional librarian (U.S.-trained) holds one of the highest ranks in the Vietnamese library service.

Dr. Orne reports that, in the summer of 1965, the NIA Library collection included about 17,000 volumes classed by Dewey and using LC subject headings; and a divided author, subject and title catalog had been compiled. Only the ground floor of the library building was given over to library operations. Books were deteriorating rapidly because of humidity and insects, and unbound material was completely "shot".

Unlike most of the university faculty libraries visited, the NIA Library received a regular annual appropriation--of about 100,000 piastres--which could be used to purchase books in Europe and locally. NIA looks mainly to USAID for English language materials, since it reportedly cannot purchase books directly from the U.S. About 30% of its annual budget goes toward the purchase of the official Government bulletin. The Library's status is such that it receives the special attention and collection strengthening needed to support NIA programs and activities in other fields representing allied interests. If and when a central library system is established for higher and advanced education in Saigon, the NIA Library should be considered for participation.

A Note on the University Press Concept

The only university press activity reported to have once existed in Vietnam was that at the University of Hue. However, no information was obtained concerning its nature or performance.

It is the view of the Cultural Affairs Office of JUSPAO that a valuable "yardstick" operation could be established in Saigon to undertake assignments of scholarly and some other kinds of "small market" publishing which seem to be needed. Were such a press established, it could well be attached to the University of Saigon. Such a press might work closely with the Center for Vietnamese Studies and/or the Instructional Materials Service to develop university level textbooks (and scholarly works), which under present circumstances are non-commercial in nature. First, however, the University's professors will have to decide to use such books; and this decision is probably some time off.

CHAPTER 4

NON-SCHOOL BOOKS AND PERIODICALS

Chapters 2 and 3 covered the nature and scope of the market for instructional materials in the formal educational process. This chapter briefly discusses books in non-school developmental markets: (a) books in the adult literacy effort; (b) professional and reference books used in the individual learning enrichment process; (c) English language teaching books outside the formal school system; and (d) juvenile books and periodicals which are so important in the creation of the reading habit. With the possible exception of the last, these markets are of minor size in the trouble-beset Vietnam of today.

BOOKS IN THE ADULT LITERACY EFFORT

A decade ago, a well-publicized campaign was begun to eradicate illiteracy throughout South Vietnam. In 1962, after the first had ended, a second campaign was undertaken. Both are considered to have been failures.

Although all Provinces have (in theory) committees for the battle against illiteracy, the central Government's program is dormant. There is some activity on the part of non-Governmental organizations, the Popular Cultural Associations, which are reported to conduct night classes in several cities and to use primers that have been prepared by the Associations.

Between 1958 and 1960--a period of peak Government adult literacy effort--USAID/Education worked with the Directorate of Popular (Adult) Education to develop and print books for the program. A total of twelve titles and 1,500,000 books were produced:

Table 6. ADULT EDUCATION TEXTBOOKS PRODUCED WITH USAID ASSISTANCE, 1958-1960

Year	Subject	No. Titles	No. Copies
1958	Arithmetic	4	80,000
1959	Readers	3	570,000
1959	Science	2	200,000
1960	Others (Civics, Moral Ed.)	3	650,000
		12	1,500,000

Source: "Report of Textbook Development Program", USAID, April 1965

The books were written by groups of elementary school educators working in committee (for remuneration). The inexpensive paperbacks averaged 80-100 pages in length. They were published by the Ministry of Education and printed on newsprint by the private sector. Many of the books were never distributed; they still remain in one of the Ministry buildings. They will not be used until the adult literacy effort is resumed.

There are four main reasons given for the failure of the Ministry's adult education effort:

1. Lack of national "will" to take the extra steps necessary to make the campaign a success. Vietnamese officials report that neither teachers, soldiers, civil servants, nor intellectuals would donate free teaching time.

2. Lack of security--an increasing problem, for the courses were usually held at night, after working hours. (This, at least, was the reason usually given by those who were unwilling to teach.)

3. Lack of sufficient funds. Although regular school buildings were used, free of charge, an insufficiency of available funds was a continuing problem.

4. Lack of a practical, well thought-out program.

The prevalent feeling in Government circles seems to be that the nation is too occupied in the present conflict to scatter its resources too widely. Concentration on the education of the in-school youth is deemed more productive than dilution of that effort to also encompass other programs.

With large numbers of carefully prepared but still unused adult literacy textbooks stocked in warehouses, and the Government's campaigns now at a standstill, it would be presumptious and unrealistic of us to recommend a top-priority program in that area. Nevertheless, some initial steps can be taken, so that with the coming of peace, the unused books can be put in the hands of illiterates.

Just as important--and perhaps even more so, it seems to us --is the development of easy-to-read books for school dropouts. With fewer than one-half of elementary school students even reaching 1st Form (fifth year), with only one applicant in five passing the public secondary school entrance examination, and with a shockingly high attrition rate in secondary school (see Appendix A for details on all of these ratios)--it is obvious that few Vietnamese youths remain in school for any length of time.

Vietnam thus has many citizens with no better than third, fourth, fifth and sixth year reading skills who are capable of reading books that are mature in content but easy to read, and that depict real situations with which they can identify. This is a challenge that should excite USAID's Education Division; the need is profound, yet the absence of such easy-to-read literature is striking.

This same problem exists on a smaller scale in the U.S. where it has recently been the subject of much study. Many significant breakthroughs have taken place in the field. We strongly urge that USAID bring over one or several specialists in the easy-to-read field, to study the problem firsthand and to develop the outlines of a project to cope with it.*

REFERENCE AND PROFESSIONAL BOOKS

Like the library systems in which such books might be found (see the following and preceding chapters), reference and professional books appear to be in an embryonic state of development.

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* The question of books for the neo-literate is of great interest to UNESCO. Thus it might be highly appropriate for the Government of Vietnam to request UNESCO's assistance in this area, under the provisions of that organization's new Asian reading materials program.

Comparatively little time during the survey of the Book Team was devoted to this phase of book activity, so that our findings in the area are somewhat superficial. But, there is little evidence of either the existence or the use of such materials.

Production of an encyclopedia in Vietnamese was reported (six volumes have been completed to date), but many complained of a severe lack of such material. One source suggested that a "Larousse" type one-volume illustrated dictionary-encyclopedia in Vietnamese might prove to be a far more practical project than an elaborate multi-volume set. Such French encyclopedias are still widely used among the higher academic community.

There are some dictionaries on the market--especially popular are bilingual Vietnamese-English works, for obvious reasons.

We discovered few books for the professions, although some books of popular medicine are published (clinical works are apparently not produced in the country). The scarcity of professional books is readily apparent, and there is an admitted shortage of such works, even though no reliable projections of skilled and professional manpower needs and availabilities exist.

ENGLISH LANGUAGE TEACHING OUTSIDE THE SCHOOL SYSTEM

The influx of Americans has been echoed by a great increase in the number of Vietnamese studying English outside of the regular educational system. The two chief vehicles for this instruction are (1) the Vietnamese-American Association, and (2) for-profit private English language schools.

The Vietnamese American Association (VAA) is a bi-national center operated by JUSPAO. Approximately 15,100 students were enrolled in the English language courses given at its various offices in 1965. Of the total, about 12,000 attended sessions in Saigon, 1,800 in Cholon (at a branch of the Saigon VAA), 500 at Nha-Trang, and 800 at Hue. The Hue branch was destroyed during a riot in May 1966. Most VAA instructors are U.S. military personnel who are teaching for the first time.

In addition to the sessions conducted in its own branches, the VAA provides assistance to English teaching organizations outside of the formal school system--if they are of a non-profit character. Such institutions may have as many as 300-400 students in the larger towns.

The VAA uses McGraw-Hill's "English for Today" textbook series, and the accompanying teachers' guides. At the time of our visit, there was concern that the forthcoming adoption of the same titles by the formal educational system (discussed above) might cause pedagogic complications.

The for-profit private English language schools have sprung up in many areas, and judging from the crowds of students who congregate around them, they are extremely popular. They are reported to be quite profitable.

One such school visited by members of the Survey Team had about 3,000 students--for the most part, secondary school pupils who want to improve their English fluency. Monthly tuition at the school varies between 200 piastres ($1.70) and 350 piastres ($2.97) per month, depending upon class level. The school operates three shifts. It uses locally published editions of "English For Today".

Its student body, typical of such groups, has specific aims:

> Many of the daytime students require tutoring and review for diploma examinations. They attend for an hour or two per day, either before or after regular classes.
>
> Some are students preparing for the British Council Examination, which provides a lower Cambridge Certificate, and helps them gain acceptance into a British, Australian or New Zealand university.
>
> A few are studying for a U.S. university proficiency examination (but most students of this type attend VAA English language school).
>
> Some are military, and civil servants who require English proficiency in their work. And some wish to learn English for other reasons. According to popular Saigon legend, most of those who study English in the for-profit schools are bar hostesses, or those who teach English to the bar hostesses.

BOOKS AND PERIODICALS FOR JUVENILES

There is an abundance of small books and periodicals for Vietnamese children--material which is highly visible in the bookstalls that abound in Saigon, and which is reported to be read avidly and in great quantity.

Unfortunately we were unable to uncover statistics to provide a factual base for measurement and evaluation. Even the Censorship Service's standardized breakdown of books produced in Vietnam (see Table 1) lacks a juvenile category. Our comments on the subject are thus the somewhat fragmentary impressions of a three-week stay in the country, plus --more importantly--a digest of a recent survey of the juvenile market made by Dinh Chau Kim.

A wave of classical Chinese cloak and dagger novels, of a lurid and cheap type, was published in 1962. Their great popularity caused a 1963 depression in the periodical field for children and teenagers that was accentuated by financial and political problems. Many periodical publishers closed their doors at the time--the result, according to Mr. Dinh, of "the disparity between the great number of books and magazines published and the limited number of young readers".

The competition for the juvenile market continues at an extremely intense pace among publishers of books, among publishers of periodicals, and between both media. In 1964, the market for children's books was still flooded by scores of publishers. Books present gaudy, colorful covers to attract young readers; their contents are equally lurid --full of fabulous, legendary stories with such titles as "The 9-Headed Dragon", "The Enchanted Flute", and "The Witch from Thanh Ha Forest".*

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* These "books" are often booklets. One set of similar works, "The Pink Book Series"--which was present in a school library--consists of ten 24-page booklets, each priced at 5 piastres (4¢).

Unlike the books, the children's magazines are, according to Mr. Dinh, more substantial, express more interesting ideas, and "reflect the good, healthy policy of their publishers". One of the "best" periodicals in 1964 was the semi-weekly "Green Age", published by a group of teachers and newsmen, and emphasizing light entertainment with "high ethical standards". It "unfortunately suspended publication in September 1964; probably because of keen competition". Another is the weekly, "Youth's Friend", popular because it publishes regularly and because it invites contributions from its young readers.

The struggle between publishers of juvenile books and of periodicals continues unabated. Mr. Dinh reports that by mid-1965, parents, teachers and the general public had begun to sound the alarm about "this deplorable situation" in which the bad was driving out the good.

Although the level of literature for juveniles may leave much to be desired, there is no doubt about children's intense reading interest, and love of reading for pleasure. In addition to the books and periodicals mentioned above, several daily newspapers in Saigon feature special columns or articles that instruct and/or entertain children and students.

The big problem--one similar to that encountered in each country we surveyed--is how to upgrade the fare and still market successfully the improved product in competition with the more lurid other works.

This is a problem for which there is no easy solution. Part of the answer (and only part) is a supply of good, imaginative authors--of which there is a reported dearth in Vietnam. Another part of the answer is the translation of juveniles from other languages besides Chinese; and here the question of cultural relevance arises. Several carefully selected U.S. childrens books have been translated into Vietnamese; they are reported to have proven popular.

The problem for older children is equally severe. Educators state that there is a great need for middle-teen books in social sciences human relations, health, "wholesome" entertainment, and similar works. Because of the general lack of second language fluency, these must be in Vietnamese.

CHAPTER 5

NON-SCHOOL LIBRARIES AND LIBRARY DEVELOPMENT

Chapter 2 discussed elementary and secondary school libraries, and Chapter 3 covered university libraries. This chapter assesses the libraries outside of the Vietnamese school system and the general subject of library development and support. It starts with (a) a resume of library authorities and legislation; then covers in turn (b) public libraries, (c) National libraries, and (e) non-Vietnamese libraries. These are followed by (f) a short assessment of professional development and support, and finally (g) a summary of problems and recommendations that cover the entire library spectrum of the country.

LIBRARY AUTHORITIES AND LEGISLATION

Established by decree in 1959, the present Directorate of National Archives and Libraries for the Republic of Vietnam is part of the Ministry of Education. Its functions are broad and call for organizing, directing and supervising the national and public libraries, implementation of copyright regulations, preparation of bibliographic aids, the conduct of research pertinent to library and archival development, international exchange of official publications, and training of specialized personnel for management of records and libraries.

Attached to the Directorate are the National Library, which maintains a separate reading hall and a loan service, and the General Library, which operates more as a public agency with collections brought originally from Hanoi, upon the partition of the country.

The work of the Directorate of National Archives and Libraries is reviewed and policy proposed by a seven-member Advisory Board, with the Minister of Education serving as chairman. The authority of the Directorate is exercised by decree, which means with the approval of the Prime Minister.

Responsibility for developing library service in schools and universities rests with various directorates in the Ministry of Education, and is embodied in decrees and regulations which govern Ministry operations. There is no central branch or bureau for libraries within the Ministry. And since the Directorate lacks responsibility for working with schools or universities, there is no single authority or group to which one can turn for decisions regarding school or university library programs.

PUBLIC LIBRARIES

For all practical purposes, there is no public library service offered in Vietnam. Indeed, the General Library is the only Vietnamese library that offers something similar to American public library service.

Maintained by the Ministry of Information in the Provinces are the so-called "popular libraries". These are small one-room affairs intended to distribute Government information and thus are regarded as propaganda-oriented. Informal reports suggest they are used very little.

In view of the major National need for more student study spaces and reading facilities (see discussion below concerning the Alexander de Rhodes Student Center), definite provision for these should be developed as part of the National plan for libraries.

It would be impractical to recommend for Vietnam elaborate plans for launching a public library service in the American sense. However, development of public library service is a responsibility of the Directorate of Archives and libraries, and should be part of a clear, well-executed national plan drafted to a point of readiness for implementation at the earliest possible date. Such a plan (discussed at the end of this chapter) would entail concomitant reforms of the use of books in the educational process, increased status for libraries and librarians coupled with improved programs of professional training, and an upward shift of the basic salary structure, removal of propaganda taints from performance of the public library function, and a reinforced National Library concept.

NATIONAL LIBRARIES

The National Library in Saigon includes in its holdings some 100,000 French volumes and 20,000 Vietnamese and Chinese books. In the main, it is used by students who must show identification cards from their university. The staff of 20 includes no professionally trained personnel. The library's budget is handled separately by the Directorate of National Archives and Libraries; the librarian apparently has little knowledge of its size or character.

> The physical conditions of the library are appalling. Books are stacked to the ceilings following a French classification plan, and the library functions only as a reference room and study hall. The librarian reported that few books are purchased; many are gifts. Despite the need for improved bibliographic services, none have been developed and none are planned.
>
> The National Library serves as a depository and receives eight copies of all copyrighted books. Two of all are retained, good or bad, and the remainder are distributed to other libraries.

The General Library was once the National agency in Hanoi; most of its books are from the original collection in North Vietnam, whereas most of the Vietnamese books in the National Library were acquired in South Vietnam. The reading hall of the General Library is located at Petrus Truong Vinh Ky secondary school in Saigon. Its physical facilities are unprepossessing. The site is hidden from the general public at the rear of the school grounds, and it is situated in a long, low building that is difficult to find and reach on foot. Perhaps its main value is that of providing additional study space for students of the secondary school, although it is used by Government personnel, professors and others. (Every seat was occupied at the time of our visit.)

> The collections of the General Library include 15,000 cataloged books and 35,000 uncataloged. About 1,300 periodical titles have been received. The library also uses the French system of classification; i.e., by size, format and acquisition number.
>
> Its staff consists of ten; its librarian underwent six months of training (some years ago) at the University of Hanoi, and

a similar period of training in national library services in Paris in 1958.

The 1966 book budget provided by the Directorate for support of both the National *and* General Libraries is 100,000 *piastres* ($850)!

The existence of two such separate National libraries appears more the product of history and accident than reason. A first priority for library development in Vietnam should be the creation of a unified National Library and library program which would, to quote Dr. Orne, "undertake as its primary task the gathering of an absolutely complete representation of the National production of the printed word. It should promote the research necessary to recover retrospective collections as well as construction of suitable buildings in which to house them."

Further, the National Library should undertake or exercise leadership required for production of more bibliographic tools, dictionaries and indexes, a union list of serials and a National catalog of books located in Vietnamese libraries. Comprehensive National bibliographies--both retrospective and current--are also needed.

The erection in downtown Saigon of a new National library which would be capable of serving as a demonstration agency is understood to be a goal of the Vietnamese and a standing recommendation of USAID. The new library should provide leadership in many aspects of library development and training, and have the visibility required to improve the image of library work and librarians.

But in advance there should be--probably coordinated by the Directorate of National Archives and Libraries--completion of a National planning program. And perhaps even antecedent to this effort should be a study of libraries in the U.S. by the Assistant Director of the Directorate.

Also required in the development of a sound National library program is the employment of a French-fluent consultant, or consultants, who would be available to assist both in original surveys and in the planning for, and eventual launching of, operations. If employed without an advance commitment to action on the part of Vietnamese officials, such a consultant might not be able to function, and would probably soon depart out of frustration. But help is needed urgently and such a commitment may not be difficult to obtain.

SPECIAL LIBRARIES

Among the most vital libraries in Vietnam are those classed as special libraries. Within that group are libraries which serve business, industry, banking, government and special agencies. We discuss five such Vietnamese institutions here. In the next section, we briefly take up non-Vietnamese libraries.

The library serving the National Institute of Statistics (NIS) is small--its holdings number only about 4,500 volumes and 250-300 journal titles, most of which have been received by exchange or as gifts. NIS library books include Government agency reports, economic and demographic materials, census data, statistical information, and general works. Established by a librarian under guidance of an American specialist, the library appears well organized and may be used with reasonable ease. The library exchanges materials with other governments and international organizations; the NIS monthly bulletin and annual are used as exchange items.

> Books are not loaned out from the NIS library; they are used on the premises by teachers, students from secondary schools or universities, and government personnel. About 30 new books are added monthly. The annual budget for books, periodicals and binding is reported to be only 35,000 piastres ($300). USAID donates books and periodicals (a two-man Public Administration Division team works at NIS).
>
> An equitable budget should be established for this important library, which must increase its rate and quality of acquisition, if it is to properly perform its function. And at least one professional staff member must receive the training required to professionalize what appears at the moment to be largely an amateur operation.

The Industrial Development Center maintains two libraries--one technical, and the other covering management subjects. The library is open to use by staff, administrative personnel, students and others having the need and language qualifications prerequisite to effective use of library materials. About one-half of the business and management materials are in French; virtually all technical materials are in that language or in English. Books may be borrowed from the library when a deposit is left. The library does not engage in interlibrary loan activities.

Holdings of the management library include some 1,800 books and 15 magazine titles, many of which were donated by the Brookings Institution, and the balance by USAID, the French Mission and Japan. Library materials are arranged by authors and subjects. It is understood that this inadequately supported institution may soon receive needed help.

The library of the National Bank of Vietnam contains 3,000 books on economic statistics, banking and finance, and has some 250 periodicals available for study and use. The librarian is not professionally trained, but is a research economist. Books in the library are Dewey-classified; library materials may be used by employees, Government workers and organizations, and students from the universities. Students may borrow books for as long as two weeks upon signed recommendations of their professors.

Although the library has no special budget, the librarian reports that needed materials can be purchased. The library adds about 30 volumes monthly. A staff of six works with journals, newspapers, periodicals and documents, and handles the shelving of materials. A monthly report is issued--mainly in French.

Unlike most libraries, the National Bank Library takes the initiative in borrowing material it needs from other institutions. There is generally little or no communication among libraries in Vietnam. The special libraries may understand the importance of interlibrary cooperation more than others because of their need to supply information immediately upon request.

The Ministry of Information Library is one of the largest special libraries visited. Its holdings total 40,000 books, magazines and pamphlets; materials are classified by Dewey. The library operates on a closed-shelf basis. It is staffed by eight, including the librarian who (like many others interviewed) holds two jobs and supplements his income by teaching French at home.

The best student library in Vietnam is the well-run library and study hall facility that is maintained by the Alexander de Rhodes Student Center, a Jesuit-sponsored institution in Saigon. The Center includes a hostel for use by out-of-town university students. Its main library includes 40,000 books, virtually all received as donations. Many of these are available for teachers and special efforts have been made to have available for student reference most of the textbooks used in secondary and university work. Its collection is weakest in the technical classification of books.

> Without the Center's library, many students would be handicapped because no other library in Saigon is open as regularly (it has opened 365 days per year for the past nine years) or at more convenient hours. It operates with the help of a student association whose members pay 10 piastres (8¢) per month for use of the facilities. 30 magazines are received regularly. A small branch of the Center is located at Hue.

There are few student centers in Vietnam comparable to the Alexander de Rhodes Student Center; others are differently organized and are less well run. Whether organizations such as the one managed by Father Gelinas (a scholar of distinction) can be established, supported and administered effectively is problematical. But the typical crowding and lack of space at schools and universities, plus the normal lack of privacy or space at home, make the study center a potentially vital part of the educational system. More attention should be accorded this concept and to ways in which it can be expanded.

PERTINENT FOREIGN LIBRARIES

There are not many foreign libraries in Vietnam; yet the few that do exist should be recognized for the impact they have had upon local library development. The most active and perhaps the best non-Vietnamese libraries are the Abraham Lincoln Library (operated by JUSPAO) with five branches in the country, and the British Council Library at Saigon. The Mission Culturelle Française library is also highly regarded.

Foreign libraries have not been a major source of books to the Vietnamese population; yet the existence of these libraries--well organized and efficiently operated--have had an avowed influence as models. And some of their personnel have furnished recognizable leadership, guidance and encouragement in local library matters. This is especially true in the case of Mrs. Cut Parker, librarian of the Abraham Lincoln Library at Saigon.

PROFESSIONAL DEVELOPMENT AND SUPPORT

Professional Associations

Concept #12 of the 1965 Dalat Library Seminar noted that, "There is one persistent element of any professional development now lacking to librarianship in Vietnam; this is some form of professional organization. The committee of those currently concerned should investigate thoroughly nearby examples of associations of librarians with a view to preparing a formal, documented proposal for such an organization in Vietnam."

A small Vietnamese library association was founded in 1959. It enrolled 82 members, and for a while issued a publication, but it has been dormant during recent years because of lack of interest and support. Following the Dalat Seminar an attempt was made by Mrs. Parker, Acting Director, and others to revive the association idea. To date, however, they have not succeeded.

The association concept continues to have merit. We feel that it might be more successful in the future if efforts were made to recruit more intensively among special libraries. However, until library development gains more standing and impetus and until it receives more support from senior Government officials, there is likely to be difficulty in keeping any such group together.

A disagreement over qualification for membership created problems for the first association. Few librarians are professionally trained, and this fact causes difficulties even today as attempts are made to recreate the organization. An obvious answer to the problem of professional versus non-professional is to include an appropriate "grandfather" clause in the membership regulations.

Library Education

There are reportedly only five professionally trained librarians in all Vietnam. For the most part these are individuals who received their training abroad. Others have participated in short courses both in Vietnam and in foreign countries, but Vietnamese professional librarianship education does not exist.

Several forms of library training programs should be established, and more promising students should continue to be encouraged with scholarships to study library science abroad. Because of that organization's prestige, a basic training course set up under the auspices of the National Institute of Administration would probably attract many students and help significantly to meet basic informational needs respecting organization and management of library collections.

Training in the use of books and libraries should be a part of the curricula of Normal Schools, even though few libraries presently exist at the elementary level. Special library science programs should be established for prospective teacher-librarians at the secondary level. Finally, there should be established work-study programs supervised by qualified specialists, in partnership with several of the larger library agencies.

A traveling (or mobile unit) program designed to introduce teachers and librarians in more isolated districts to new books and library procedures would also have value.

SUMMARY OF PROBLEMS AND RECOMMENDATIONS

Professional librarianship has not yet become a reality in the Republic of Vietnam. There are simply various-sized collections of books watched over by individuals with limited qualifications. There is no National program of library development, no well-organized support of the field, no established public library system, no regular provision of school library service, no trained professional cadre, and only an emerging recognition of the importance of libraries and library service to development of the nation.

Vietnam has many basic library needs--a union catalog, a union list of periodicals, guides to place names, the development of standardized terminology in a variety of fields. It has many related needs--searching studies of language abilities and requirements, and explorations to determine the nature of linguistic problems; research to disclose the cultural traits and habits which influence communication in Vietnamese society, etc. And it has problems of bibliographic controls, of acquiring materials in the face of foreign exchange restrictions, and of faulty distribution, which cry out for solution.

Obviously, every aspect of library development must be explored--ranging from basic problems in cataloging, to building construction, and how to combat book damage in a tropical climate. And more fundamental approaches must be made to resolve difficulties arising out of the incompatibility of traditional systems of instruction with library use in a Western sense.

Where does one begin when faced with such an array of problems in a country at war?

We suggest that the place to start is with coordinated National planning and encouragement of Vietnamese officials to consider possible methods of approach and their consequences. The twelve "concepts" developed during the Dalat Library Seminar (Appendix D) suggest long-term goals which can be pursued with profit. The following steps should be considered for short-term action:

(1) Following a study of U.S. libraries by a high official (or officials) of the Directorate of National Archives and Libraries, that agency--working in cooperation with other directorates and agencies within the Ministry of Education--should prepare a National plan for the development of libraries of all types extant in Vietnam. The plan should take into account the availability of various educational and cultural agencies and resources, and the interrelationships which should exist among libraries and other institutions.

> The plan should give immediate attention to the priority unification of the National Library and the General Library into a single, strong entity, one which might be headquartered "downtown" in a new National Library Building. USAID should assist in the construction and equipping of the building, which would serve as a model of library operation and management. The unified Library would sponsor bibliographic endeavor, specialized in-service training programs, and take other steps to provide positive leadership for library growth in the country. It should also serve as a demonstration agency.

(2) The Ministry of Education should assign to the Directorate of National Archives and Libraries additional functions to assure the exercise of responsibility affecting the development of elementary and secondary school libraries and those in higher education. Alternately, it should establish a new agency within the Ministry to undertake this task, to develop appropriate standards, and to enforce the standards through control of subsidies.

(3) Professional training programs should be encouraged and developed on several levels--ranging from short courses for in-service training to graduate level education. A special training program should be launched by the National Institute of Administration to provide basic instruction in organization and management for untrained librarians having significant responsibility. Training should also be provided students within the several Normal Schools, and on a traveling basis for teachers and librarians working in the provinces.

(4) Several pilot demonstration programs should be established with the assistance of USAID and/or The Asia Foundation, or other agencies, to develop techniques for providing optimum library service of diverse types--including, importantly, libraries for schools, villages and universities.

(5) USAID should contract with a consultant library planning team to work with its own Education Advisors, with officials of the Ministry of Education and Vietnamese library agencies and groups, to further develop and implement these library recommendations. The team might require several months at the task; fluency in French is desirable for its members.

(6) All efforts should be taken to assist the formation of an effective library association, which can bring together those responsible for the administration of the important libraries in Vietnam. All interested should be permitted to join, but some special recognition should be given those who have obtained advanced professional training. Such an organization could become a mobilizing force for improvement and development as well as a clearing house for exchange of pertinent information.

(7) Because of the serious lack of study space in Vietnam's libraries and in students' homes, the study center concept--developed in what may be optimum form in the Alexander de Rhodes Student Center--should receive important attention from educational authorities to determine its potential and role as an aid to education; if judged essential, more student centers should be established.

CHAPTER 6

THE PRIVATE BOOK INDUSTRY

PRINTING AND PUBLISHING

The book industry of Vietnam is still in an infant state. With few exceptions, publishers are also printers and bookstore operators. Some are all of these and operators of other businesses as well--including private schools in which their books are prescribed. Perhaps it is well that many engage in other activities, for the problems faced by publisher/printers in Vietnam today are formidable.

It is difficult to determine the number of firms which are active in the book industry. Data on the field are skimpy and contradictory. The Publishers and Printers Association (of Saigon) has an enrolled membership of 184. Our impression (based on firsthand visits) is that the printing field is fractionalized into hundreds of shops, almost all of them small, and many of them one press operations. Printing plants are generally so limited in size that efficient operation is difficult. Presses and related equipment are old; virtually all binding is done by hand. A 1964 USAID survey of print shops in the Saigon-Cholon area revealed that there were then about a dozen offset houses equipped to produce books of the type required for Vietnam's textbooks. The number of book publishers in the Saigon area probably numbers between 25 and 50.

DISTRIBUTION AND FINANCIAL PROBLEMS

The current conflict places stringent limitations on book distribution activities of the private sector, just as it does on the distribution of the Government's elementary textbooks (see Chapter 2). But, distribution of privately published books has always been primitive in nature, and hampered by outside forces.

From 1955 until the end of the Diem regime, most publishers distributed their books through the Thong Nhat Agency, a semi-Governmental distribution agency established to provide employment for Vietnamese veterans. It held a monopoly for all newspapers and for most books in the country. In addition to the strong political overtones that were characteristic of its operation, the Thong Nhat Agency was inefficient and unreliable--at times not even bothering to distribute many of the books it received with the result that publishers often had large batches of books returned as unsaleable.

There are several general distributors active today, but they are not nearly as large or powerful as was the Thong Nhat Agency. Many publisher/booksellers simply serve as distribution agents for one another on a reciprocal basis. General distributors, and publishers who sell books for other publishers, usually receive a 35% discount. These primary distributors operate on a 5% margin, for they resell books to book stores and libraries at a 30% discount. Publishers of secondary level textbooks reportedly do not sell directly to schools, but rather to bookstores. Students receive a 10% to 20% discount when they buy at bookstores. No one in Vietnam seems to pay list price.

Book promotion and advertising are primitive and little used. There is some advertising in newspapers. Textbook publishers often send sample copies to key secondary schools and teachers.

Borrowing is expensive in Vietnam, especially for the type of loans for which the small, fragmented firms in the book industry may qualify. No printer/publisher has yet tried to obtain a low-interest (5% to 7%) medium-term capital loan available through the USAID-supported Revolving Fund of the Industrial Development Center; although some made tentative inquiries, few appear to possess the necessary collateral. The Vietnamese commercial banks make short-term working capital loans at 8% to 10%, but reportedly only take "gilt-edged" risks.

Non-banking sources charge high interest. Few Vietnamese businessmen consider investments unless they can receive a 30% to 40% return per annum and moneylenders' rates are in that range.

However, publishing/printing firms are small family businesses or are partnerships among friends. Many publisher/printers are part of the Chinese community. It is thought that most financing in the industry is raised through the family unit or on a personal basis and that much expansion is financed out of profits.

Status of the Human Resource

The trained human resource of Vietnam's book industry is embryonic in most areas. There is a drain of printing technicians who are hard to replace because there is no printing trade school worthy of the name in Vietnam and skills must be learned on the job. There is a similar shortage of university level translators, in part because people with this skill can make much more money teaching English in private schools than they can translating books.

The multiplicity of tiny, fiercely competitive printing and publishing establishments, and their marked instability and short business life, attests in part to their general lack of managerial skills and professional expertise.

In the private sector, the work of the editor and of the illustrator--as developed in the U.S.--is almost unknown. The author generally remains unedited; manuscripts are printed as they are written. If illustrations are deemed necessary, a free lance artist is used, but the art work leaves much to be desired. However, the Instructional Materials Project textbooks have been developed through the creation of writing committees, which have made extensive use of the editorial process and developed people with these skills. The IMP has also developed 30-40 committee writers, who can form the nucleus of a fairly sophisticated further writing effort. See Chapter 2 for a detailed description of the writing committees and their role in textbook creation.

Authors of privately published books generally receive a 10% to 15% royalty; some of this can be paid as an advance with the remainder being paid when books are printed. The completed manuscripts of the IMP elementary textbooks (including teachers' guides) were purchased from the writing committees for a flat 150,000 piastres ($1,270). From this sum, the two to five involved teacher-authors had to pay for typing and art work. When textbooks were sold to students (before 1964), authors received royalties that varied according to school level of the book and the number of copies sold.

FUTURE ROLE OF THE LOCAL BOOK INDUSTRY

Capabilities and Needs

Although the 1964 USAID print shop survey estimated that 1,700,000 offset books could be produced per year in the Saigon-Cholon area, there is general agreement among those who have continuing contact with the Vietnamese book industry that its actual ability to publish and print books is far below its apparent capacity.

We noted earlier in this report that USAID came to the reluctant conclusion in 1964 that the local situation was such that the Vietnamese book industry could not be relied upon to produce sizable quantities of books. Industry trends since then have confirmed the feeling that local printer/publishers cannot be counted on for sustained effort. They still have little or no sense of craft or professionalism. The turnover among publishers continues extremely high--many in business just a few years ago have disappeared from the scene; and new firms are continually being formed, replacing firms that have been in business for relatively short periodsof time.

There is also general agreement that the capability of the local book industry has retrogressed during the last two years. This results from a deterioration in many areas noted above, and from a continuation of long-standing problems. Because of unsettled conditions, investors are more reluctant than ever to engage in any except short-term ventures on which a quick profit can be realized. The disappearance of competent printing technicians into the army and into better paying jobs in other fields has accelerated (and a shortage of typesetters is serious to an extreme when a language, as Vietnamese, contains 18 different kinds of accented "a"s and 18 "o"s, etc.). Many printers are too busy on army orders to handle other work. Power failures that halt printing presses are frequent and prolonged. Distribution presents continuing difficulties. Finally, there is an ever-serious paper shortage.

> Because of the paper shortage (see Chapter 7 for further details), the Publishers and Printers Association has been delegated the responsibility of allocating paper to its members: this is reportedly done on the basis of each firm's printing facilities and number of employees. We were told that the monthly paper

allotment comes from COGIDO, a Government-supported mill, and that the Association receives a monthly allotment of 40-50 tons (against printer requests for 230 tons).

The private book industry is also hampered by the small size of the market for general trade books and non-school books (see Chapter 1). Any title that sells from 4,000 to 5,000 copies is considered an outstanding success--almost invariably, such a book is a romantic novel. Publishers who produce 3,000 copies of a title often find that three years are required to sell that quantity. For the near future, no significant increase in the size of that market is foreseen.

However, book requirements are increasing measurably and rapidly in the developmental book market--with the continuing growth of USAID-supported programs in education, medicine, public health, agriculture and English language instruction. The elementary school textbooks of the IMP will soon begin needing replacement, revision and augmentation, and as previously noted, increasing activity is foreseen in secondary, higher, and vocational education programs that will generate greater pressures for more textbooks and supplementary books.

In a December 1965 Airgram to Washington, USAID noted that, "if textbook production and distribution are to be augmented sufficiently to meet demands at all levels of education in South Vietnam, local facilities for book publishing and printing must be developed to provide an in-country source of supply. This would reduce, if not eliminate entirely, the need for offshore procurement."

It went on to report that, "to provide an initial source of supply for (planned) secondary and higher education textbooks, a printing facility is being set up at the Instructional Materials (Service) under the joint USAID-Government of Vietnam Instructional Materials Project. Its ultimate planned annual capacity will be 1,000,000 paperback volumes."

In a May 1966 interview, the Minister of Education suggested to the Book Survey Team that the insufficiency of local capacity might be overcome by a Government printing operation which centralized all the instructional and informational materials now published by the Instructional Materials Service, and which would mass produce all such materials except for books and films.

The painfully slow payment procedures of the Government have reportedly antagonized private book printers to an extent where few any longer accept assignments from the Instructional Materials Services. Unless this estrangement is overcome, the IMS will either have to produce its own textbooks or continue to use offshore procurement.

Initial Forward Steps

In the face of continuing and accelerating difficulties discussed in this chapter, it appears impossible for the Vietnamese private book industry--as it is presently constituted--to participate in supplying more than a nominal amount of the production that will be required by the country's rapidly expanding market for developmental books. The industry will first have to be measurably strengthened and modernized.

After our too-brief survey, we can offer no magic solutions to problems that are as serious and as deeply imbedded as are those of Vietnam's publishers and printers. Indeed it is quite possible that the private book industry may not be able to play a truly important role in satisfying their Nation's educational and professional book requirements until peace and stability have returned.

We do, however, suggest some preliminary steps for consideration:

1. Vietnam's multitude of small, under-capitalized, poorly equipped and poorly managed printers and publishers will never be able to turn out books in the large quantities and good quality needed for contemplated USAID/Ministry of Education programs. We urge that the Government of Vietnam encourage mergers among these entities, through tax incentives and other advantages. Consolidations among firms would strengthen their managerial, editorial and production competence, and the resulting larger and more reputable organizations should be able to obtain more ready bank credit.

2. Many of the difficulties of the Vietnamese book industry result from conditions beyond its control. But many of its problems can be attributed to its relative youth and the lack of professionalism on the part of its relatively inexperienced members. It is in dire need of outside, professional technical assistance in many areas.

We recommend that a follow-up project be developed to bring to Vietnam for about three months a top-level team of U.S. book publishers who would study intensively the Saigon book industry--its problems and its possibilities--in an attempt to determine (1) whether it can play a positive role in the planned book projects, and (2) to what extent and in what areas it can do so. The team would also formulate specific recommendations for improvement and "professionalization" of the local industry. The team might consist of (1) an experienced book printing-production man, (2) a publishing-marketing and promotion specialist, and (3) an economist-business specialist. USAID might finance the project. Because of its active interest in the subject, The Asia Foundation might also wish to participate.

3. Also highly desirable would be the creation of a Vietnamese book committee, or center, to promote the reading habit and bring together in common effort the private book industry and government agencies. In addition to helping build a badly needed sense of professionalism in the private sector and help open channels of communication between the private and public sector, the committee can promote public interest in books and reading. Thus Great Britain has its National Book League and the U.S. its National Book Committee.

The latter, for example, is an organization of citizens devoted to the use of books. Its purpose is to make books widely available and encourage people to read them. It is independent and non-profit; its membership includes many in the book industry but is not limited to them.

UNESCO has assisted in establishing book centers or trusts in a number of Asian countries, including Ceylon, Pakistan and India, which represent the wide spectrum of those who produce and use books. It might be able to provide assistance in the creation of such a body in Vietnam.

4. The Government of Vietnam will have to take measures to ensure that payment procedures are speeded for those private printers with which it works.

CHAPTER 7

PAPER FOR VIETNAM'S BOOKS

PAPER CONSUMPTION AND PRODUCTION

South Vietnam's per capita consumption of all types of paper, including printing paper, newsprint, kraft paper, board and paperboard is higher than many of its neighbors. Its 1964 total of 12.0 pounds per person was lower than that of Hong Kong, Taiwan, Malaysia and the Philippines, but more than Thailand, Laos, Cambodia, Burma and Indonesia:

Table 7. PER CAPITA PAPER CONSUMPTION OF EAST ASIAN COUNTRIES, 1964 (in pounds)

Japan	163.0	South Korea	10.9
Hong Kong	103.5	Thailand	7.7
Taiwan	47.8	Laos	4.0
Malaysia	21.0	Cambodia	3.0
Philippines	14.0	Burma	2.5
South Vietnam	12.0	Indonesia	1.7

Source: Korea Paper Manufacturers Association

According to unpublished data of the National Institute of Statistics, total paper and paperboard consumption in Vietnam was about 35,000 metric tons in 1962 and in 1963, and the total rose to about 40,000 metric tons in 1964 and in 1965. While the earlier of these amounts does not tally exactly with those reported for 1962 and 1963 in a recent comprehensive paper study by the Industrial Development Center*, they are sufficiently close to provide a basis for further analysis below.

The pulp from which Vietnamese paper is made usually consists of a combination of imported pulp and/or waste paper, and locally produced pulp of one of four fibers. These are pine, which has a long fiber and is important for newsprint; bamboo, also long-fibered, which is fast growing and has great mechanical strength; and two relatively unimportant short-fibered materials--bagasse, a by-product of the Vietnamese sugar mills, and straw, from rice.

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* "Eléments Pour une Politique de Planification de l'Industrie des Pàtes à Papier au Viet-Nam", Centre de Dévelopement Industriel, Saigon 1964.

The import duty for writing and printing paper pulps varies upward from a base of 25%. The import duty for newsprint pulp is 15%.

Main producer of Vietnamese writing and printing paper is COGIDO, a Government-supported paper mill. Of lesser importance have been Tan-Mai (a Parsons & Whittemore operation) and Dai-Viet, a relatively unimportant small producer.

Vietnam has never been able to satisfy its paper consumption needs solely through local production, even though locally produced paper has been increasing both in absolute tonnage and in percentage to total paper consumed. In 1962, 6,200 metric tons of paper--18% of the total used in the country--were produced by local mills, while the remaining 82% represented paper imports. By 1965, over 17,000 tons--45% of the total consumed--were locally produced. Through the latter year, however, imports of paper have always exceeded local production.

Table 8. PAPER PRODUCTION IN VIETNAM, 1962-1965 (in metric tons, for major producers)

	1962	1963	1964	1965
White printing paper	23	2,416	5,825	1,056
White writing paper	4,304	5,816	6,413	6,150
Mimeograph paper	619	1,297	1,305	1,615
Wrapping paper	860	1,297	204	269
Other paper	136	925	3,539	6,382
Paperboard	247	502	964	1,581
Total	6,189	12,253	18,250	17,053

Source: Unpublished data, National Institute of Statistics

Table 8 shows that printing paper accounts for a relatively small proportion of local production. Between 1962 and 1965, it averaged about 14% of total tonnage. The production of Vietnamese printing paper varies widely from year to year--jumping from zero in 1962 to 2,416 tons in 1963, rising sharply to 5,825 tons the next year, then plummeting to 1,056 tons in 1965. Unfortunately, neither the breakdowns of paper imports in the NIS Monthly Bulletins, nor the global paper consumption figures for Vietnam in the 1964 study of the Industrial Development Center, mentioned above, present data that enable us to determine precisely the printing paper consumption of the country.

SUFFICIENCY OF SUPPLY

In a December 1964 paper survey made in connection with plans for the accelerated Instructional Materials Project, the USAID Instructional Materials Advisor reported that although local production of book paper was not then sufficient to fill concurrently the needs of both the elementary textbook project and the normal output of Vietnamese publishers, capacity was expected to rise within another year to a point sufficient to meet all requirements.

It was estimated that 3,000 tons of textbook paper would be needed annually between 1965 and 1967, and that thereafter 7,000 tons would be required each year to print replacement books for the schools. However, the sharp 1965 drop in production of local printing paper to 1,056 tons--less than 20% of the previous year's total--dimmed the prospects for self-sufficiency. Although we were unable to obtain pertinent 1966 data, and so may have missed a large recent upsurge in local production of printing paper, that goal seems further away now than it did two years ago.

At any rate, our brief study of the situation in the spring of 1966 revealed a shortage of printing paper that hampers the local book industry to a serious degree. The problem regarding imports of such paper revolves around foreign exchange difficulties, the irregularities of foreign shipments and unpredictable offloading conditions at the Port of Saigon. We did not obtain a verified answer to questions concerning the sharp 1965 decline of locally produced printing paper, but were told that it is one of the effects of the current conflict.

Printing paper for the private book industry is distributed through the printers and publishers association. It was difficult to determine from the widespread and highly vocal complaints about the paper shortage made by printers and publishers whether the association has been able to help matters much.

In view of the scarcity of needed paper, printers who do work for the Instructional Materials Service are provided with certificates that assure them of sufficient paper from COGIDO to cover the amount needed to do the work outlined in their successful bids. Although the paper is thus assured, it is sold to the printers by COGIDO at regular price. The IMS-published books are made of 80-90 gram per square meter paper, which is usually a combination of bamboo and pine mixed with imported materials.

Because of the unavailability of counterpart funds during our visit, USAID, as reported in Chapter 3, found it impossible to purchase paper on the local market for needed book production projects. That chapter discusses the avoidance of the local currency bottleneck through the purchase of U.S. book paper for dollars, either directly through commercial channels or through the General Services Administration.

THE HIGH COST OF BOOK PAPER

The low per capita income in Vietnam circumscribes the book market, and makes book prices a significant factor when the purchase of a book is contemplated. Paper is one of the major cost components in book production. Depending on the size and nature of the book and type of paper used, in Vietnam it may average from 40% to 60% of the production cost. This is too large a factor in the selling price of Vietnamese books to permit inequitable costing or inefficient production methods.

Hopefully, over the years the percentage of locally produced book paper to total consumption will rise. It is thus to Vietnam's advantage to see that the cost of such paper is kept to a minimum. We suggest that a management and industrial engineering study be made of Vietnam's paper mills to determine how and to what degree this can be accomplished.

In the meantime, and because local production probably will not be able to fill demand for years to come, the Government should consider substantial reductions in or total elimination of the duty on book paper--especially that portion used for textbooks and other educational books. The import duty on writing and printing paper reportedly varies from 45% to 100%, depending on the grade; the duty on newsprint varies from 15% to 45%.

CHAPTER 8

BOOK ACTIVITIES OF FOREIGN AGENCIES

Non-Vietnamese organizations have significantly furthered Vietnam's educational effort, have played an important role in the development of Vietnamese libraries and librarianship, and have helped the local book industry. This chapter briefly covers recent and current activities of the most active outside-financed organizations: (1) USAID, (2) The Asia Foundation, and (3) JUSPAO. It also notes the more modest efforts of United Nations agencies and contributions of Australia, Taiwan, Canada, France, and Great Britain.

U.S. AID MISSION TO VIETNAM (USAID)

Most of the developmental book activity discussed thus far in this report has been a result of projects undertaken by USAID/Vietnam--either by the direct hire staff of USAID's Education Division, or by its contract groups: Southern Illinois University, Ohio University, and International Voluntary Services.

The largest and most comprehensive effort in this direction has been the accelerated Instructional Materials Project (IMP), covered in detail in Chapter 2. Since 1964, it has produced 7,440,000 graded elementary textbooks (student editions) and has another 5,530,000 in preparation; it is developing teachers' guides to accompany the student editions; has produced and distributed 10,000 classroom materials kits for teachers; has helped in the production of about 200 radio programs; has provided supplies of audio-visual equipment and materials to the Provinces; and has been otherwise active in the instructional materials area. While concentration to date has been on elementary school materials, USAID is now shifting emphasis to the secondary school level.

In its Elementary Teacher Education project for USAID, the Southern Illinois University (SIU) Contract Advisory Team has assisted in the improvement and development of curricula, course content, and instructional materials. It played an active role in the writing committees which created the IMP elementary textbooks. As noted in Chapter 3, SIU has recommended a program (which we support) to adapt and translate modern educational texts for Normal Schools.

The Ohio University Contract Team, as part of its Secondary Level Teacher Education project is developing and modifying curricula, course content, and instructional materials for the Facilities of Pedagogy at the Universities of Saigon and Hue, and has equipped the two faculties with U.S. and local teaching devices and materials. At the demonstration high schools that are attached to each faculty, Ohio U. is training teachers in modern teaching methods and practices, and in the use of modern books and materials; an initial effort is under way to overcome the lack of such materials in business and home economics courses. (See Chapter 2.)

In the Technical-Vocational Education project, USAID has furnished books and other instructional materials to the National Technical Center, to the four new polytechnic secondary level schools, to the rural trade schools, and to the vocational agricultural schools.

The USAID Higher Education project has, in the face of existing realities, singled out individual faculties for concentrated assistance. In Fiscal 1965 and 1966, the Faculties of Letters and Law of the Universities of Saigon and Hue have been assisted. Such book-related assistance has included the provision of selected U.S. books for the students, faculties and the university libraries.

Since 1962, International Voluntary Services* has provided USAID with English language teachers for secondary and higher education schools; the organization has also been involved in science education through a Mobile Science Program. In addition to teaching regular English language classes in the schools, IVS teachers hold voluntary classes--usually at night or on weekends--for members of the community who are interested in learning English.

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* The IVS was incorporated in the U.S. as a non-profit organization in 1953 by a group of civic and religious leaders who felt that young Americans with technical training can make a significant contribution to developing peoples and international understanding. Its headquarters are in Washington, D.C.

Complementing the IVS activity, USAID's Teaching of English project supplies instructional materials to volunteers from U.S. military and civilian agencies, who teach community groups in various parts of Vietnam. It also donates books to upgrade libraries of university faculties and secondary schools, and has been instrumental in the professional training of three university librarians.

The Hamlet Schools project provides classrooms, textbooks, kits and equipment that are part of the Instructional Materials Project to hamlets that indicate a desire for educational facilities.

Components of some of these USAID book-related activities through FY 1965 are listed below; the dollar value of the commodities involved is indicated in parentheses after each:

American Studies library books ($19,000).

Teaching materials for the English language program and materials for the students ($22,000).

Books and materials for university libraries ($20,000).

Resource books for the Instructional Materials Service ($20,000).

Books in English for the National Institute of Administration Library ($18,500).

Books and supplies for the demonstration secondary school libraries ($15,000).

Technical books for the National Technical Center ($12,000).

2,000 library supply items ($12,000).

THE ASIA FOUNDATION

The Asia Foundation (AF), a non-profit, non-political organization incorporated in the State of California, has played a useful role in Vietnam:

Most important in size and impact of the Foundation's activities is its Donated Book Program, which through January 1966 had distributed 117,500 English language books. It now distributes 3,000-4,000 monthly of two main kinds: (1) elementary and secondary school supplementary reading books for students studying the language--this is the major emphasis and the area of most active demand; and (2) textbooks in science, social studies and literature, for secondary and university level students. Some of the books are given to professors and teachers, but most are donated to libraries.

The AF is subsidizing a new printing in Vietnamese of an expanded version of Richard Gardner's report on cataloging procedure (see Concept 7 in Appendix D). 1,500 copies will be printed; the book is useful only to those with technical librarianship training. With the proceeds of the Gardner book, a volume on the Dewey decimal system (now in preparation) will be published.

The Asia Foundation, as previously noted, has given a grant to Gia Long secondary school for library equipment, book cataloging, and establishment of systems; is undertaking a survey of current Vietnamese books in print; and is contemplating a study of its book distribution. It is also formulating a modest translation program in which USAID might well participate (see Chapter 3).

Like many donating agencies in Vietnam, it is not sure that books are presently reaching their destinations. Importantly also, it echoes numerous opinions that many libraries have far too many books in English, and that the greater need is for more supplementary books (and more textbooks) in Vietnamese.

In the Chapter 3 discussion of English language supplementary books, we point out that few students have the English fluency to make use of pertinent books in that language (and many books present in the libraries are not considered pertinent); and that although the knowledge of English is increasing throughout the country, the process is necessarily an evolutionary one.

We have seen in other countries of East Asia that it is relatively easy to flood libraries with essentially useless U.S. books. Great care should be exercised by all donating agencies in this area, and wherever possible donations should be made with the active participation of the recipient in selection of titles.

JOINT UNITED STATES PUBLIC AFFAIRS OFFICE (JUSPAO)

In addition to operation of the Abraham Lincoln Library at Saigon and four branches, and a number of other informational services, JUSPAO engages in three main developmental book-related activities:

The (USIS) PL480 Textbook Translation Program* concentrates on the publication of university level textbooks, with JUSPAO paying all costs of translation, editing, production, overhead and administrative overhead. The local publisher pays the copyright fee. The books are printed in editions that average 1,600 copies in Vietnam, and are sold commercially at subsidized cost to university students.

> From 1961-1964 an annual average of five such books were translated and published. This number was to have been greatly increased. Under terms of a grant agreement with the Center for Vietnamese Studies (a private local non-profit organization), 37 titles were to have been published in 1965 and 40 in 1966. That organization, however, ceased operation after a traumatic audit of its affairs, and only two textbooks were translated in Fiscal 1965. The project is dormant.
>
> The JUSPAO Book Officer was trying to revive the program at the time of our visit. The first title in the new program will be a reprint of the first book produced in 1961--Samuelson's "Economics: An Introductory Analysis". In view of the lack of local publisher professionalism (see Chapter 6), JUSPAO has set modest annual goals of three or four books for the program.

The JUSPAO Donated Book Program, consisting mainly of publishers' remainders, is sizable. The 1966 shipment consisted of 120,000 volumes, with about 60 to 80 copies for most titles (this quantity per title may be too high for some of the more specialized titles). There is reported to be great eagerness for the books on the part of recipient institutions. Books are distributed through organizations, with priority given to university faculties and libraries.

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* Called "Special Foreign Currency Program" in Vietnam.

A related give-away program involves a number of the 650 paperbacks published by USIS in India; many of these English language books are considered pertinent in Vietnam.

The large JUSPAO English Language Teaching Program is covered in Chapter 4 in the section on English language teaching outside the school system.

Related to the English teaching effort is the JUSPAO distribution of "Ladder Books", USIA-published simplified, low-level English versions of works of American literature, which in Vietnam use 1,000 to 2,000 word vocabularies. The books are purchased in book shops by secondary students and college freshmen, and sell for about 15 piastres (13¢). Ladder Books appear to have great potential as supplementary books for those attending the formal school system, as well as for those taking private English lessons.

UNITED NATIONS AGENCIES

The present range of book-related activities of UN agencies in Vietnam is negligible due to the internationally sensitive nature of that organization and the political situation in Vietnam.

UNESCO projects do not include any in the book or library areas; rather they are associated with the construction of educational facilities, and technical assistance in matters of planning and organization.

UNICEF is interested in the development of "community schools", and in the possibilities of post-elementary school training for girls and for the 800,000 out-of-school youth in the 12 to 15 year age group. The latter project would involve taking over the schools during summer recess when they are not in use.*

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* See the "Book in the Adult Literacy Effort" section of Chapter 4 for a suggested USAID project to prepare materials for drop-outs.

These projects have not yet been approved by the Ministry of Education. UNICEF also provides school materials (notebooks, ink and other expendables), and has presented books to the elementary schools.

OTHER ASSISTANCE

A number of countries in addition to the U.S. have assisted Vietnam in the developmental book field. Much of this activity has been centered around contributions to the elementary school textbook phase of the Instructional Materials Project:

> Australia is contributing 1,460,000 student editions of books for Science 5, 4 and 3.
>
> Taiwan has contributed 500,000 copies of the Arithmetic 5 textbook.
>
> Canada is contributing 460,000 copies of the Civics 4 book.
>
> It is anticipated that other countries will join in assisting the project.

France has 417 teachers in Vietnam under a bilateral agreement; of these, 370 are at nine French educational institutions and 47 in Vietnamese schools. Textbooks and reference books are provided by the French for institutional use.

During 1963 and 1964, Great Britain provided books for the Agricultural College, the Atomic Research establishment at Dalat, and the Faculty of Education at Hue.

Although it is understood that the Ford Foundation at times has been active, we found no evidence of current projects of that organization in Vietnam. Neither did we uncover any evidence of Rockefeller Fund activity.

APPENDIX A

EDUCATION IN VIETNAM

The Vietnamese Educational System

The national system of education in the Republic of Vietnam was developed only in 1954, upon the departure of France and the partition of the country. Throughout the French regime, Buddhist, Confucianist and other Oriental education systems were preserved, and culturally important vestiges of these systems still influence education in the country.

After independence and partition, educators gathering in the South patterned the various curricula on those of France where leading citizens had studied; but they gave these curricula a new direction toward nationalism.* Vietnamese language, history, and literature are required studies in elementary and secondary schools; even the schools currently conducted by the French Cultural Mission and staffed by French teachers have been obliged to include Vietnamese studies in their curricula.

In education, as in many other aspects of government, French labels have been retained for many items, and the whole orientation of the school system (especially above the elementary school level) and of the Ministry of Education is still basically French.

While still trying to recover from past tragedies of national life, South Vietnam is once again in the midst of a bitter war. It is therefore in a poor position to bring its educational resources to modern standards, even with the help of sustained USAID assistance. Professional education of personnel, supply of adequate staff, provision of textbooks, libraries, even physical space--all these remain critical needs for a rapidly expanding population in the midst of a desperate, destructive conflict.

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* Portions of the background material included in this chapter have been adapted from the 1964 USOM/Vietnam brochure, "Student Records from Vietnam".

Learning is based chiefly on rote memorization; discussion and problem-solving have almost no place in the classroom. The teacher and the professor lecture to all academic students, and in the science laboratory demonstrate to them as observers. The few technical students have some advantage over their academic counterparts, for they have some opportunity to participate in practical exercises.

Class attendance is not required in the private secondary schools and in most branches of the universities. A student from such schools may obtain notes from his colleagues, study independently, and by making application can sit for the desired examinations.

Figure 2, on the following page, shows the general structure of the Vietnamese school system. A five year elementary school is followed by a seven year, two-cycle secondary school. The first cycle of secondary school (of four years duration) is followed by a second cycle (of three years duration), after which comes university level schooling.

In the Vietnamese system, examinations loom large, and are used as tools to winnow out large numbers of students; we discuss these examinations later on in this Appendix. All public-sponsored education in Vietnam is free, for those who survive the intensive winnowing out process.

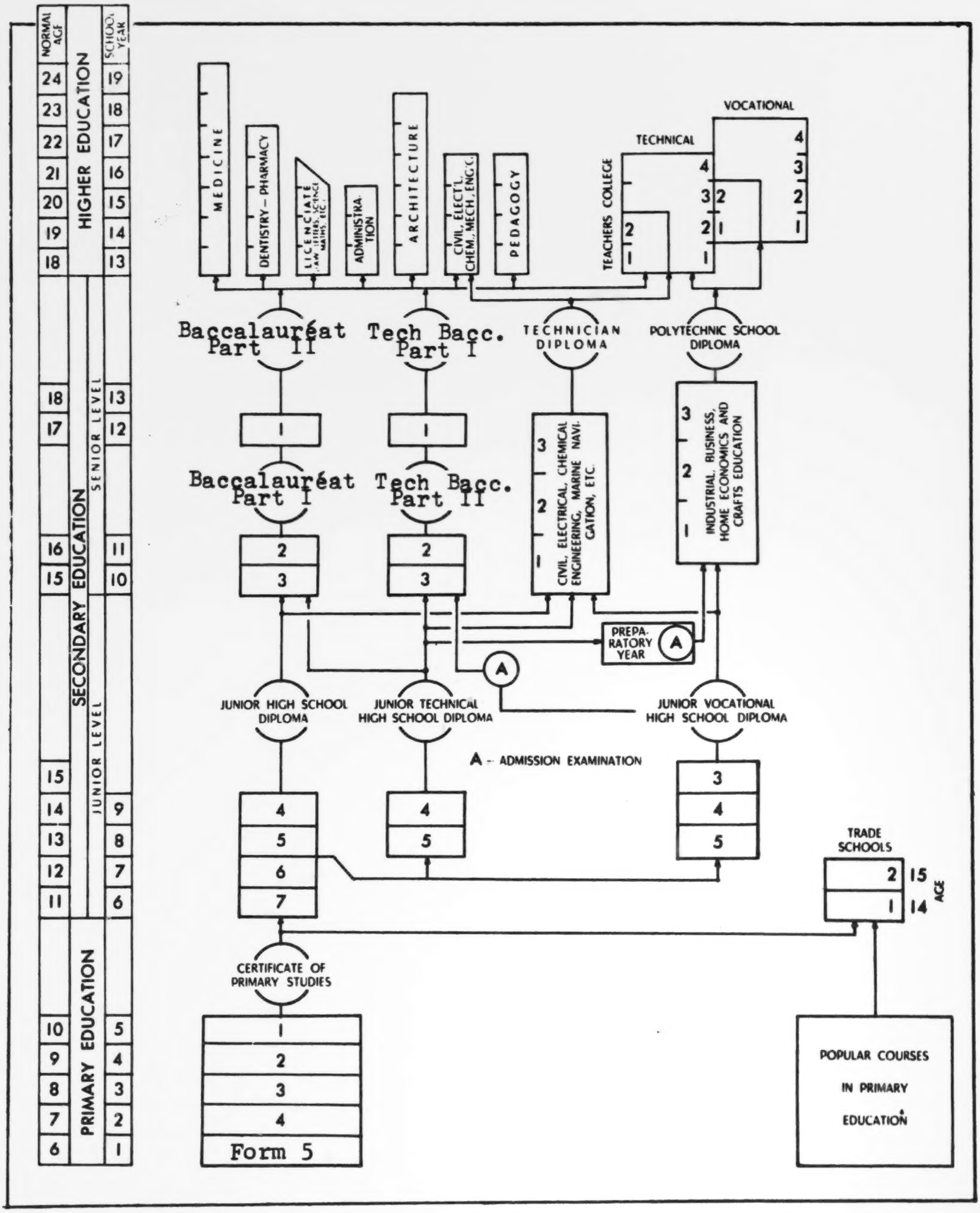
Grade numbering in Vietnamese schools can be confusing to the uninitiated. The beginning elementary student enters 5th Form, and proceeds through 4th, 3rd, and 2nd, to 1st Form. Secondary school in the same manner begins with 7th Form and ends after 1st Form.

Public, Semi-Public and Private Schools

Before discussing in detail the various levels of the Vietnamese educational system, we cover briefly the three types of school sponsorship in the elementary and secondary schools--public, semi-public and private:

Public schools are operated and financially supported in their entirety by the Government of Vietnam. Teachers are paid by the Government, and there is no tuition. Public schools generally have a higher status than other types of schools, and are the first choice of many students -- receiving, in some instances, 10 to 15 times the number of applicants they can enroll.

Figure 2. THE VIETNAMESE SCHOOL SYSTEM


NORMAL AGE
SCHOOL YEAR
HIGHER EDUCATION
SECONDARY EDUCATION
SENIOR LEVEL
JUNIOR LEVEL
PRIMARY EDUCATION
MEDICINE
DENTISTRY – PHARMACY
LICENCIATE (LAW, LETTERS, SCIENCE, MATHS, ETC.)
ADMINISTRATION
ARCHITECTURE
CIVIL, ELECT'L, CHEM., MECH., ENG'G.
PEDAGOGY
TEACHERS COLLEGE
TECHNICAL
VOCATIONAL
Baccalauréat Part II
Tech Bacc. Part I
TECHNICIAN DIPLOMA
POLYTECHNIC SCHOOL DIPLOMA
Baccalauréat Part I
Tech Bacc. Part II
CIVIL, ELECTRICAL, CHEMICAL ENGINEERING, MARINE NAVIGATION, ETC.
INDUSTRIAL, BUSINESS, HOME ECONOMICS AND CRAFTS EDUCATION
PREPARATORY YEAR
A
JUNIOR HIGH SCHOOL DIPLOMA
JUNIOR TECHNICAL HIGH SCHOOL DIPLOMA
JUNIOR VOCATIONAL HIGH SCHOOL DIPLOMA
A – ADMISSION EXAMINATION
TRADE SCHOOLS
AGE
CERTIFICATE OF PRIMARY STUDIES
Form 5
POPULAR COURSES IN PRIMARY EDUCATION

Source: "AID/Far East Manpower Assessment and Educational Planning Seminar", February 1965

The public school standards are generally higher than others', and teachers are more experienced.

Because the public schools cannot accommodate the large number seeking admission, the Ministry of Education licenses supplementary units. These follow the same curriculum as the public schools--except for the schools of the French Cultural Mission, which, under special bilateral agreement, use the French curriculum. The supplementary schools are of two types: semi-public and private.

Semi-public schools date back to 1955, and represent transitional schools, established when sufficient public schools are not present in an area. They are cooperative endeavors between local authorities and the parents of prospective students, and are self-supporting, except for token Government support. The schools are financed and personally controlled by local authority-parent committees. They are declining in number, as more and more public schools are opened.

Private schools, except for the private religious schools, are usually profit-making institutions. Their teacher qualifications, admission procedures and classroom work are regarded as inferior to those in public schools (once again, with the exception of religious schools).

There is terrible crowding in the elementary schools; many students are housed in temporary classrooms, with over 50 or 60 learning from a teacher trained by a crash program, and there are often three sessions per day in the same classroom. There is also an insufficiency of secondary level classrooms. Lack of classrooms is perhaps the major cause for the high forced drop-out rate in the schools of all levels.

ELEMENTARY SCHOOLS

The Elementary School Effort

The U.N. reports that 55% of South Vietnam's elementary school age population was enrolled in schools in 1962. It is reported that 600,000 students were enrolled in elementary schools in 1954. By 1961, the number had doubled. And by the 1964-1965 academic year, the number totaled 1,563,756; in that school year, 80.7% of the total attended public elementary schools and the remaining 19.3% attended private elementary schools. 40% of the students were girls:

Table 9. ELEMENTARY SCHOOL ENROLLMENT, BY TYPE OF SCHOOL, 1964-1965.

Public Schools		
Regular schools and hamlet schools	1,233,570	
Schools for montagnards and other ethnic minorities	29,081	1,262,651
Private Schools		
Vietnamese schools	243,394	
Schools for Vietnamese of Chinese origin	51,192	
French schools (both religious and Cultural Mission)	6,519	301,105
Total		1,563,745

Source: Annuaire Statistique de l'Enseignement 1964-1965

It was estimated that elementary school enrollment at the start of the new academic year in September 1965 was 1,661,324, and that at least 800,000 children of elementary school age were still not enrolled. 1970 elementary school enrollment is projected at 2,859,420.

The elementary school offers a general program emphasizing studies basic to childhood education. Reading is the most important subject, followed by arithmetic and science. Other subjects include civics, geography, history, handicraft and health. To these, demonstration schools are able to add enriching studies such as music and drawing.

To graduate from elementary school, a student must pass a final examination leading to a certificate; in some instances, he may be excused from the examination on the basis of class achievement. The drop-out rate is severe in elementary school, as it is at all levels. The following table shows that the 1st Form enrollment in 1964-1965 equalled only 35% of the 5th Form total; if we take into account the 29% increase in elementary school enrollment from 1961 to 1965, it would appear that the drop-out figure is about 54%:

Table 10. ELEMENTARY SCHOOL ENROLLMENT
BY GRADE- 1964-1965

5th Form - 497,179
4th Form - 359,336
3rd Form - 300,424
2nd Form - 216,504
1st Form - 176,416
Graduates#- 13,897

# Students who have their elementary school certificate, but who are studying for the secondary school entrance exam.

Source: Annuaire Statistique de l'Enseignement 1964-1965

Hamlet School Project

The human and financial drains of the current war situation have severely limited the ability of the Government of Vietnam from acting independently to improve the school system. It is estimated that over 90% of the educational development that has taken place in the country since 1963 is the direct result of U.S. assistance.* One major effort, described in detail in Chapter 2 of the text, is the Instructional Materials Project of USAID, which is producing millions of textbooks for elementary school students.

Another is the Hamlet Schools Project, which began in 1963 with two major aims: (1) to increase educational opportunities for rural children as "one part of a broad program of community improvement aimed at developing the loyalty of the rural populace to their Government in the counter-insurgency struggle", and (2) to create a capability on the part of the Ministry of Education, the provinces and the villages to develop and administer an expanding program of general education.

The program is a direct result of a study which found that what the rural population wanted most from their Government was education for their children.

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* Education advisors with USAID/Vietnam have been instrumental in the development of new curricula at various levels of schooling.

The USAID Hamlet Schools Project provides classroom materials, textbooks and other instructional tools to the project, and helps train teachers. Most of the schools built through the project have been three room structures to house the lowest three grades of elementary school; but five room schools have been built in larger communities, and so have some secondary schools.

Before proceeding to a brief summary of secondary schools, we list below pertinent background information from the 1965 report of the Hamlet School Program for Region IV*, which conveys an idea both of the progress made by the Program, and the wartime context in which it has had to operate in the rural areas where the overwhelming proportion of Vietnamese list:

> 5,899,000 people live in Region IV; 2,114 of its 4,161 hamlets are secure. Of the secure hamlets, 1,195, or 57%, have elementary school facilities--919, or 43%, have none. Region IV has 135 secondary schools.
>
> From 1961-1962 to 1965-1966, the number of elementary school students rose from 417,575 to 610,599 (46%).
>
> Only 21% (10,985) of the 52,812 elementary school graduates who took public secondary school entrance examination were accepted, primarily "because of limited facilities". Very few private schools give entrance exams.
>
> About 8% of those entering secondary school in the Region will graduate; only 16 of the 135 secondary schools had a library.

There is a severe teacher shortage in the Vietnamese schools. With many of the male instructors either having been drafted in the army or having gone on to better-paying employment, women teachers have become increasingly important in the educational effort. But many of the women teachers also have young children--a complicating factor that reduces their efficiency.

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* "Region IV Education Program Data, December 1965, USAID/ Education". Region IV covers the southern portion of the Republic of Vietnam.

SECONDARY SCHOOLS

Pattern of Enrollment

A secondary school usually is called a *lycée* if it offers a program of seven years, or a *collège* if it offers only the First Cycle. As noted above, the programs are structured in two phases: the First Cycle of four years, and the Second Cycle of three years.

Only 51,465 students attended secondary school in Vietnam in 1954. This number quadrupled to 203,760 by 1961, and reached 326,552 by 1964-1965. Somewhat less than one-third of secondary school students are girls.

Overall, the majority of secondary school students attend private institutions, while about three-eighths attend public schools, and one-eleventh semi-public schools:

Table 11. SECONDARY SCHOOL ENROLLMENT, BY TYPE OF SCHOOL AND CYCLE, 1964-1965

Type of School	1st Cycle	2nd Cycle	Total	
Public	87,959	35,312	123,271	(37.6%)
Semi-Public	26,809	2,704	29,513	(9.3%)
Private	147,464	26,304	173,768	(53.1%)
Total	262,232	64,320	326,552	

Source: Annuaire Statistique de l'Enseignement 1964-1965

Although more First Cycle students are enrolled in private schools, more of those in Second Cycle attend the public schools. The difference between the First and Second Cycle patterns is a reflection of the intensity of the competition for entrance into secondary schools. The preponderence of private school students in the early forms of First Cycle is the result of an inability of the public schools to accept more than a small proportion of applicants.

However, with an ever-continuing forced drop-out of students as they progress from one form to another, the private school enrollment preponderance is gradually reduced, then overcome. The table below shows that, while 60% of 7th Form students attend private schools, by 1st Form, only 28% do; further, that the attrition rate from 7th through 1st Form is 95% for private schools, but 75% for public schools:

Table 12. SECONDARY SCHOOL ENROLLMENT BY GRADE, 1964-1965

		Private	Semi-Pub	Public	Total
First Cycle	7th Form	55,922	10,522	26,989	93,433
	6th Form	38,649	7,157	23,536	69,342
	5th Form	28,295	5,149	19,881	53,325
	4th Form	24,598	3,981	17,553	46,132
Second Cycle	3rd Form	9,838	994	15,378	26,210
	2nd Form	13,804	1,594	13,171	28,569
	1st Form	2,662	116	6,763	9,541

Source: Annuaire Statistique de l'Enseignement 1964-1965

The First Cycle begins with the sixth year of schooling and corresponds in years (but not in content) to the U.S. junior high school. Upon entering the First Cycle, the student chooses an academic or a vocational school. In each, the program is quite specialized, and is not accompanied by the enriching experiences customary in U.S. schools.

The Second Cycle corresponds in location to the U.S. 10th through 12th years of school. Entrance to this Cycle is difficult, and is obtained only by presenting a graduation certificate of First Cycle education, and by successfully passing entrance examinations. Table 12 reveals the resulting sharp drop in enrollment between 4th Form (46,132) and 3rd Form (26,210)--at this point.

A further major hurdle, in the form of the Baccalauréat, Part I, is faced before a student can enter 1st Form. In 1964, only 9,078 passed--less than 25% of the 40,469 students who took this examination. It will be noted in Table 12, that 1st Form enrollment is one-third that of 2nd Form (and 10% that of 7th Form).

In Second Cycle, a student enrolls in a major, and pursues a standarized, narrow program which later determines his qualifications for a given university program and for public service. Academic fields of specialization are mathematical science, experimental science, classical language and literature, and modern language and literature. In the 1st Form, every student studies philosophy, and a mixture of social studies, including some historical aspects of psychology. All in all, the academic orientation of most of secondary schooling does little to equip students for the rapidly changing conditions they will face after schooling has been completed.

The "Baccalaureate Fixation"

Graduation from secondary school is attained through nationwide competitive examinations; success in these tests is marked by the attainment of the Baccalauréat II--the French school-leaving certificate giving access to the university and to higher level civil service careers. The percent of those who are finally graduated from the seven year secondary school--perhaps 15% of those who enter--is extremely low, a situation considerably influenced by the Vietnamese philosophy of education, and by the demand for civil servants.

In a recent report to the New York Times*, Charles Mohr pointed out the disastrous affects of the academically-oriented, baccalaureate-deformed educational system. Telling of the problems of rural pacification and political action in Kienhoa Province in the Mekong River delta, about 50 miles south of Saigon, and often quoting a U.S. official, he noted that its 625,000 population was relatively well-off, and that:

> "More than 54,000 children, most of those eligible, already attend primary school, and new classrooms are built by the score every year.
>
> "But fewer than 6,000 of these children will reach high school...of these, only 130 a year receive the first baccalaureate--and only 60 a second baccalaureate, which marks the completion of 12 years of schooling.
>
> "In the village of Phuhung, for example, there are 1,150 primary school students, but only about 150 are over graduated even from the five-year primary school, and only two or three get the precious baccalaureate.

---

* "Saigon Social Ills Worry U.S. Aides", The New York Times, February 21, 1966.

> "In South Vietnam, the second baccalaureate degree is a virtual necessity to become an officer in the army or a civil servant. Yet it can be obtained in almost all cases only by the children of the privileged classes, which already control Vietnamese society and like it that way.
>
> "It is still virtually impossible for a child born in a poor rural family to obtain a baccalaureate degree, without which he is permanently relegated to an inferior social position. Primary education by itself only increases the frustration by increasing the appetite...To these children the Vietcong offers the only real outlet for their energy."

In light of the above situation, it is not surprising that the Gardner Team recommended "that the secondary level, in all its aspects, be given first attention for expansion in the USAID program support for education", and called for a speedy growth of all types of secondary education--academic, vocational, trade, agricultural, and teacher training.

We discuss below the nature and scope of Vietnam's current extremely limited non-academic secondary school effort.

Technical and Vocational Secondary Schools

In 1965, Vietnam had a total of 29 trade and vocational secondary schools, with a grand total of 7,466 students--about 2.2% of all enrolled secondary school students:

Eight Technical Schools: Trade and industrial education is provided in apprentice schools and in technical schools. Apprentice schools offer a four-year program at the First Cycle level, to prepare students for local trades and skilled crafts. Technical schools offer seven years of instruction, covering both the First and Second Cycles, for students going on to the National Technical Center. 5,526 students attended the technical schools in 1965.

Three Vocational Agricultural Schools. The schools, at Hue (in central Vietnam), Can-Tho (in the delta), and Bao-Loc (100 miles north of Saigon), accept students who have completed two years of secondary school, and who pass an entrance examination. They train Agricultural Agents (Huan-Su) in two years of basic First Cycle courses in agriculture, animal husbandry, forestry and fisheries, and farm engineering; and Agricultural Technicians (Kiem-Su), or College of Agriculture students in three-year Second Cycle courses.

> 1,000 students were enrolled in the vocational agricultural schools in 1965; by early 1966, enrollment had reached 1,330; and 1,800 are expected to attend by early 1967. Through February 1966, 1052 students had graduated the vocational agricultural schools; approximately 80% of Vietnam's 16,000,000 are farmers.

Some 800 students attend seventeen Rural Trade Schools. These are First Cycle institutions at which pupils learn local trades, and can prepare for Second Cycle studies at the technical schools.

A single National School of Commerce offers business education courses at the Second Cycle level. Entrance to the school requires a First Cycle Certificate and success in qualifying examinations. Its graduates receive the Diploma of Business Studies, not the Baccalauréat II.* 1965 enrollment was 140.

HIGHER EDUCATION

There are only four universities in Vietnam: those of Saigon, Hue, Dalat,(all of which are publicly supported) and the Buddhist school of Van-Hanh. Entrance to university is gained through presentation of the Baccalaureat II, and success in entrance examinations to the program selected. We noted above the high candidate mortality in the Baccalaureat I exam; the percentage of successful candidates for Part II is only slightly greater. In 1964, 5,574 candidates passed the Baccalauréat II--32.8% of the 16,959 who took the examination. In the case of the Technical Baccalaureate, Part II--100 of the 184 candidates passed.

Students often take entrance examinations for more than one faculty; if successful in gaining entrance to two programs, the student may register for a full academic load in each, for there is little or no cross checking between faculties.

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* The Ohio University Contract Group, working for USAID/Education, is introducing business education courses into the curriculum of the Demonstration High School at Thu-Duc, which is attached to the Faculty of Pedagogy of the University of Saigon. The Thu-Duc school, and a similar one at Hue, are to be developed into Vietnam's first truly comprehensive high schools.

At the end of each year, examinations are offered in each faculty; if an examinee is successful, he receives either a certificate or a statement of satisfactory achievement for each program. Thus, he is admitted from year to year, to the next class. Upon successful completion of a university program, he is granted either a diploma or a license, indicating graduation, whether the program be three years or four.

Each faculty has been constituted as a unit quite independent of other faculties; and to date, each has developed its programs without support from or collaboration with any other faculty within its university, thus leading to narrow specialization; but this student is not exposed along the route to any courses in science; in his university work, furthermore, he studies no additional courses in language or literature.

Thus, "in comparison with the American candidate for a given institution, the student from the Vietnamese system has not had the scope and depth of educational experience...(and he) has not had the well-prepared staff, the rich educational resources, personal guidance of teachers, experience with a wide variety of study techniques including non-mathematical problem solving, demand to use creative effort, guidance in self-evaluation, experience with varied testing procedures, nor social group responsibility."*

Courses offered by publicly-supported institutions of higher education are free, for those who succeed in entering. During the 1964-1965 academic year, a total of 28,783 students attended the 13 institutions of higher education--double the 14,665 students who attended the nine such institutions in 1961.

Table 13 on the following page presents a breakdown of enrollment for the academic years 1964-1965, and 1965-1966. By far the largest bulk of students--83% of the total--are enrolled in the three publicly-supported universities; the remainder attended five pedagogical schools, and four vocational, technical, and administrative institutions:

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* "Student Records from Vietnam", USOM/Education Division, 1964.

Table 13. ENROLLMENT IN HIGHER EDUCATION 1964-1965

	1964-1965[a]		1965-1966[b]
University of Saigon	19,069		
University of Hue	3,538		
University of Dalat	1,515		
3 Universities		24,122	23,907
5 Normal Schools		2,251	2,444
National Institute of Admin.		1,450	1,450
National Technical Center		606	900
College of Agriculture		260	370
Vocational Teacher Training		94	150
		28,783	29,221

Source: a/ Annuaire Statistique de l'Enseignement 1964-1965
b/ USAID/Vietnam

The University of Saigon, with 19,069 students in 1964-1965, overshadowed the entire higher educational system. In order of importance, its Faculties are those of Letters (5,501 students), Law (4,108),* Science (3,866), Pharmacy, Medicine, Pedagogy, Architecture, and Dentistry.

The University of Hue had 3,538 students in Science, Letters, Law, Pedagogy, Medicine, and a Chinese institute.

The University of Dalat had 1,515 students in Political, Economic and Administrative Sciences, Letters, Science, and Medicine.

The Normal Schools have minimal entrance requirements of 11 years of education, including the Baccalauréat I, and success in the competitive entrance examination. Most students enter with the Baccalauréat II, some with 1-2 years of university study. The program is two years of intensive professional education, leading to the Diploma of Pedagogic Aptitude.

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* Enrollment figures can be misleading. Attendance in class is not compulsory, and the drop-out rate is high. Thus, as many as one-third of the 4,108 enrolled in the Faculty of Law drop out during the first year, another 10% the second year, and so forth. Relatively few of the total graduate.

The National Institute of Administration provides three-year courses in local government administration and economy for holders of Baccalauréat II, a more elementary one-year course in local government administration for Baccalauréat I holders, and a two-year course leading to high-level supervisory posts in administration, for holders of the license.

Higher education in engineering (civil, mechanical and electrical) is offered at only the National Technical Center at Phu-Tho which had 606 students in 1964-1965. It is a publicly supported autonomous college-level institution, reporting directly to the Ministry of Education. To enroll in one of the Center's four-year courses, a student must hold the Baccalaureat II.

The College of Agriculture, Forestry, and Animal Husbandry, the only college of agriculture in Vietnam, had 260 students in 1964-1965. For holders of Baccalauréat II, it trains the leader-cadres for all agricultural fields. Four years of instruction consist of two-and-one-half of classroom theory, plus one-and-one-half years of practical training.

Higher vocational education is represented by the Vocational Teacher Training Section of the Phu-Tho Trade School (94 students), which trains teachers for the secondary level trade schools. The First Cycle teachers study for two years, the Second Cycle teachers for 4. Enrollees must hold the Baccalaureat II.

Instruction at the college and university levels suffers from the ailment found at the lower levels: teachers simply have not discovered the book as a tool of instruction. The lecture method, with heavy reliance on note taking and rote-memorization, prevails. In most institutions, a student is not required to attend classes.

Of all the students enrolled in institutions of higher education, only a tiny minority--960 in 1964-1965, and 1,420 in 1965-1966--are studying at technical and vocational colleges. And only about one-quarter of these are training to be of assistance in agriculture.

The Gardner Team concluded that Vietnamese higher education today is almost useless as an instrument for social and economic reform; that it lacks the organization, discipline and relevance to the society it is supposed to serve.

APPENDIX B

THE VIETNAMESE AND THEIR LANGUAGE

The Republic of Vietnam occupies a strip of land running down much of the eastern side of the Indochinese Peninsula. It runs about 625 miles from north to south, and varies in width from 40 miles to 125 miles. It is bounded on the north by the Democratic (Communist) Republic of Vietnam, from which it was _de facto_ partitioned in July 1954; on the east and on the south by the South China Sea; and on the west by Cambodia and by Laos.

Peoples and Population

The Vietnamese belong to a southern branch of the Mongoloid races. They are, on an average, a little taller in the north than in the south, where there is a stronger admixture of Indonesian blood. The Vietnamese, who occupy the plains, comprise the overwhelming majority of the population. Ethnic minority groups include the Chinese (mostly tradesmen in the towns), the Moi or _montagnards_ (descendants of Indonesians driven into the mountains), and members of the other races of the Indochinese Peninsula. Chinese civilization has had a great influence on Vietnamese life.

Religion is mainly ancestor-worship, influenced by Chinese Buddhism, Confucianism, and Taoism; but about 10% of the population of South Vietnam is thought to be Roman Catholic; and large numbers adhere to modern sects, for instance to Cao-Dai (a mixture of Christianity and Buddhism) and to Hoa-Hoa (a prophetic faith developed from Buddhism).

The present population of South Vietnam is approximately 16,000,000. The Government reported a 1965 total of 7,490,000 males, and 8,110,000 females. Although statistics are few, and often unreliable, it is obvious that the population is young. A study of the Saigon area revealed that 50.9% of its inhabitants were under 18 and that 69.2% were under 29 in 1962.* And Saigon families are large: 29% of the women with children had six or more, 23% had seven or more, and 9% had 10 or more.

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* "Enquête Démographique a Saigon en 1962", National Institute of Statistics, Republic of Vietnam, 1963.

Language and Literacy

The Vietnamese language is a typical monosyllabic, noninflecting, tonal language. Indochina came under Chinese political influence at least as early as 2,000 years ago. Beginning from that period, speakers of Vietnamese have continually borrowed Chinese words. At present the vocabulary of everyday language contains about 50% Chinese loanwords and that of literature more, sometimes up to 90%. The vocabulary abounds in compounds which were first coined in Chinese.

Figure 3. THE VIETNAMESE ALPHABET (QUO'C NGU')

n g h

c i l t

a m o r s u ư v x y

b d đ k p q à â ậ ê ế ệ
ó ô ố ồ ổ ộ ơ ớ ờ ở ợ

á ả ã ạ ấ ầ ẩ ẫ ă ắ ằ ẳ
ẵ ặ e é è ẻ ẽ ẹ ề ể ễ í ì
ỉ ĩ ị ý ỳ ỷ ỹ ỵ ò ỏ õ ọ
ỗ ỡ ú ù ủ ũ ụ ứ ừ ử ữ ự
z f j w æ œ & . , : ; ’ ?
« » ( ) ! - —

The first writing known in Indochina was Chinese, and down to the last century, all literary and official writing was done in Chinese. A system was evolved of writing Vietnamese with Chinese characters adapted to show Vietnamese pronunciation; it was called *chu nom*, "the vulgar writing." The earliest known document is dated 1343. It was used chiefly for writing popular literature which had no connection with official matters.

In the 17th century, Alexandre de Rhodes, a French missionary, invented a Roman transcription for the language, complete with indications of all phonemic distinctions, including the tones (see Figure 3, above). The system is called *quo'c ngu'*,"the national language". It uses almost all the Roman letters, and through different accent marks, transforms them into 95 different characters--including 18 different "a"s, 18 "o"s, 12 "e"s, 12 "u"s, and seven "i"s. The proliferation of minutely differentiated characters makes the setting and proofing of type for books in Vietnamese practically impossible outside of the country.

The earliest printing using *quo'c ngu'* seems to have been done in 1649. It was adopted by the French for official use as early as 1910. At present it is used for all purposes.

APPENDIX C

RECOMMENDATIONS REGARDING A REGIONAL BOOK AND LIBRARY EFFORT TO BE SPONSORED BY THE FAR EAST REGIONAL DEVELOPMENT DIVISION, AID

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Submitted by Wolf Management Services, New York, August 30, 1966

Introduction

The East Asia Book Survey Team evaluated developmental book activities in the Philippines, South Vietnam, and the Republic of Korea between April 23 and June 24, 1966.

The three countries are dissimilar in their social and cultural fabric, in their languages, and in their positions on the scale of book and library development. The educational systems upon which theirs are based -- American, French and Japanese, respectively -- represent three divergent traditions and sets of practices. Furthermore, the war conditions in Vietnam render its problems unique in many respects, and Korea is not even located in Southeast Asia.

In spite of these differences, there is much similarity in basic needs as they relate to developmental book and library service programs -- for example, the need for improvement of textbooks, reference books and professional books, for development of libraries, for improvement of the local book industries, and for improvement of educational services. And there are optimum means which could be employed to achieve many of these ends through a comprehensive program sponsored by the Far East Regional Development Division.

The following recommendations, which cover such a program, are valid for all three countries. We suspect (in the absence of first-hand knowledge) that they are also applicable, with variations of degree, emphasis and detail, to other countries in Southeast Asia, to the nations of South Asia, and by extension, to the remainder of the developing world.

In spite of the almost global pertinency of the problems and the program recommendations involved, we feel that East Asia* is perhaps the ideal site for the creation of a large, dramatic developmental book program which might serve as a prototype for a subsequent worldwide U.S.-sponsored effort. The area, as exemplified by the unique nature of the Southeast Asia Task Force, holds first priority for an intensive United States drive along these lines.

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* The Team feels strongly that, although it is not located in Southeast Asia, Korea must be covered by any major developmental book program in the general area. The calibre and potential of Korea's human and physical resources in the printing and publishing field, and in libraries, is such that professional assistance by Region-directed specialists will produce dramatic positive results -- improvements that will impress and inspire other less developed countries in the area, in addition to benefitting Korea directly.

Nature of the Recommendations

Before the field survey began, we reviewed the recommendations contained in the October 1965 memo, "Massive Book Program for Southeast Asia", by C. Earle Hoshall and George E. Sadler. Subsequent to our return, we studied a more recent TCR/CBA working paper which further discussed possible components of a Regional book program.

Many of those recommendations are presented below in expanded and modified versions, to reflect the findings and conclusions of our three-country survey. Other recommendations represent our independent judgment as concepts worthy of Regional sponsorship. All are presented in a sequence which it is hoped will assist an understanding of their order of priority and an appreciation of their interrelationships.

Need for the Center

Our just completed analysis of developmental book activity in three countries of East Asia reveals that they would benefit significantly from the establishment nearby of an area book coordination office. It is apparent, moreover, that the current lack of such an organization has resulted in time-consuming, costly inefficiencies, duplications and errors that might have been minimized or avoided, if the office had been functioning.

Although our survey was limited to the Philippines, Vietnam and Korea, it is obvious to us, from the universality of problems encountered and solutions proposed, that the advantages derived by the three from an area office would be multiplied many times, by extension to others throughout the Region, if the coordinating office were region-wide, not area-wide.

We thus strongly support the establishment of a Regional Book Program Coordinating Center as part of the projected

Southeast Asia regional educational institute or foundation to:

> (a) serve as focal point for technical advisory services on book use, library development and book industry development in the Region, (b) serve as coordinating body for Regional and other book programs, and (c) arrange for contractual and production services on Regionally-funded book projects.

Permanent Professional Staff

Like TCR/CBA, we see the professional staff of the Regional Book Program Coordinating Center minimal in size, with projects being conducted largely through contracts with appropriate public and private organizations and institutions. In our view, the following staff specialties are required:

(1) a Regional Book Program Officer, to direct the Center, (2) a skilled book production-printing specialist, (3) an experienced textbook editor, with an educational background, (4) a book publisher-distribution specialist, and (5) a library services planning specialist. The basic staff would probably consist of four; we assume that the Regional Book Program Officer would qualify in one of the above-noted specialties.

The professional staff would be based within the Region. A substantial portion of their time would be spent in individual countries, providing counsel and advice for the development of country programs, and on-the-spot assistance. Within a short time they would develop into Regional book experts, whose in-depth knowledge would render them highly valuable to the Region, host countries and local Missions, alike.

Except for book programs that presuppose a unified approach, such as the publication of a core collection of low-cost English language editions of high level books, textbook depository libraries, and others, the key to success of the Regional Center will depend upon the degree to which it is able to program activities and projects for the resolution of individual country problems, rather than attempting to impose common solutions. While country problems are indeed similar, and the settings much alike, solutions must be tailored individually -- partly because each country is in a different stage of book and library development, and partly because of differences in National culture and tradition.

Program and Project Activity

The work of the Regional Book Program Coordinating Center might be concentrated in three main areas: (1) book program activity, (2) library program activity, and (3) book and library projects. Each is discussed below:

1. BOOK PROGRAM ACTIVITY

Book development activity might be the concern of an operating division with that name, within The Center. Its activities would include:

A. Continuing Counsel by Staff Specialists to Ministries of Education, relating to textbook problems. This would run the gamut from advice to project development, and from assistance in the translation of curricula into textbooks to textbook preparation, production and distribution.

Ministry entities in each of the countries visited by the East Asia Book Team need and desire expert, continuing counsel that can be provided by a Region-based textbook editor, a book production-printing specialist, and a book publisher-distribution specialist. These include the Materials Evaluation Section of the Philippine Bureau of Public Schools, the Instructional Materials Service of the Vietnamese Ministry of Education, and the Textbook Compilation Bureau of the Korean Ministry of Education, among others.

B. A Regional textbook development program. Textbooks represent the priority area for action in the three countries visited by the team -- confirming the nature of field responses to a recent Departmental Circular, which discussed the proposed expanded U.S. commitment in educational development overseas. Under guidance of the Regional textbook editor-educator, a multi-faceted program could be developed to encompass (1) the services of specialists in textbook printing and manufacturing techniques, (2) the provision through contract of the services of book industry specialists to conduct Regional and in-country seminars and workshops to help develop local expertise in textbook writing (including use of the committee writing system), editing, adaptation, translation (when pertinent), book production, illustration, and importantly, the development of teachers guides and related instructional materials.

> The program might include other areas. It might (3) cover dollar costs of foreign royalties for textbooks that are adapted or abridged, and (4) assist in the development of Ministry-operated (or semi-governmental) instructional materials centers, like the one in Vietnam. Both the Philippines and Korea would benefit highly from such an organization.

C. Surveys and Research Studies. Many of the seemingly "insurmountable" book problems of the Philippines, Vietnam and Korea result from inexperience and lack of professionalism on the part of book industry components, or an absence of factual data required to make effective decisions; both these areas are susceptible to fairly rapid solution through Center-financed surveys. Typical studies might investigate (1) the "excessive" cost and low quality of book paper and other raw materials (in all three countries) (2) fragmented and inefficient book distribution systems (particularly in Korea, where the book publishers and booksellers are in violent disagreement), (3) printing industry capacity, to determine the ability of the local industry to handle projected textbook needs, and (4) development of effective means for book promotion and advertising.

D. Non-Textbook Seminars and Workshops. These would aim at building private printing and publishing expertise and productivity, and would cover a wide variety of subjects, from book creation, production and sale, to publishing and printing management. Seminars and workshops are also an effective follow-up mechanism to dramatize the results of the surveys and studies in (C) above, and to ensure implementation of recommendations.

> For example, a top-level book marketing specialist might be brought to Korea for a 3-month analysis of book distribution practices, to develop recommendations

that would minimize inefficiencies, and strengthen or develop the adoption of rational, modern distributive and promotional techniques. At the completion of his study, it would be logical for him to conduct a seminar or workshop for book publishers, booksellers and distributors -- to transmit the findings and recommendations to them and gain their active support.

E. On-the-spot Consultation to various elements of the public and the private book industry. The provision on individual-organization advice and counsel is a logical extension of both the surveys and seminar-workshops of (C) and (D) above.

F. Assistance in writing of local manuscripts for developmental books. We found particular need for this type of program at the university textbook level, where sporadic, spare-time efforts result in low quality manuscripts. The need, however, also exists in the area of scholarly and reference books. Subsidy assistance could take the form of writing grants, short-term contracts for authors' technical services, or advance guarantee of purchase of copies to be produced by commercial publishers.

G. Audio-visual Textbook-Related Material. Programs developed by the Regional Book Center should not overlook the area of audio-visual materials and techniques, which when properly used as adjuncts to textbooks, are dramatically effective teaching aids.

H. Participant Grants. A Regional book program should also include provision for the sponsorship of out-of-country study for private and public book industry personnel, either in other countries within the Region, or in the United States. For example, Vietnamese and Filipino printers can benefit greatly from studies of the operations of their Korean counterparts, the Korean Ministry of Education (now considering textbook rental for the first time) can learn much in the Philippines, etc. The participant program might also include funding to permit book industry and government official attendance at seminars and workshops in third countries.

3

2. LIBRARY PROGRAM ACTIVITY

Another operating unit of the Regional Book Program Office might be a Library, Communications and Informational Services Division, which would concern itself with the following:

A. Library Planning Counsel. In each country analyzed by the East Asia Book Team, there is urgent need for the development of a unified national program of library service, including a strong central unit. Thus, a key starting point for Regional efforts to develop and strengthen individual country library service lies within the context of assistance to national planning efforts that anticipate creation of a strong national library.

The staff Library Services Planning Officer and/or contract specialists could also help country Education Ministries develop presently retarded school library systems to support the formal educational system. This could be done through recommendations covering (1) organization of Bureaus of Library Development within the Ministries, (2) the possibility of harnessing modern communications technology in educational media, by eventually merging the library service bureaus with education communication and information services, and (3) library legislation and regulations, copyright problems, etc.

In addition, planning consultants could assist in the development of programs for the gross strengthening of public library systems and professional library associations.

B. Regional Research and Experimentation. Efforts in this area would include (1) research into country needs for improved translation services -- the content-carrying capacities of the languages, as well as translation problems that might arise, (2) the implications of extant area studies of library resources by bilateral and multilateral agencies serving East Asia, and (3) the availability of special training and research assistance in the area, or nearby, as for example at the East-West Center. Indeed, much of the research effort might be contracted out to that institution.

C. Consultant Services, to assist individuals and selected organizations, and to conduct short-term institutes and workshops. The Philippines, Vietnam and Korea (and probably, by extension, other countries in the Region) have great need for consultant services in library education...specialists capable of demonstrating optimum methods and approaches to library science, and who can advise and assist the conduct of institutes and seminars. While some of the sessions would be organized on a Regional basis, much of the effort would be on an in-country basis -- for training opportunities, to be of maximum practicality, must be provided where the need exists.

Thus, consultant services would take different forms. Of critical importance to Vietnam is advice at the national level; in Korea basic problems are represented by library construction and professional education; and in the Philippines consultant services could help to improve library administrative programs and professional training.

The nature of the consulting services would be designed to answer specific needs. For example, assistance to Korean architects in the design and development of more functional libraries might take the form of the hiring on a short-term basis of a team of U.S. library building consultants to help design the next 5 public libraries, and a similar team to help design the next 5 academic library buildings.

D. Surveys of Library Operation. As part of the activities of the library, communications and informational services group, contracts would be undertaken with specialists to conduct surveys of various aspects of library operation within the Region, to help develop more effective methods, techniques and administrative procedures.

E. Library Demonstration Programs. In all countries visited by the Survey Team, a very large percentage of existing libraries operate with substandard collections, staffs and services. There is little or no sense of unity, a minimum exchange among libraries, virtually no awareness of professionalism, deficient buildings and equipment, and almost complete lack of library cooperation. One answer would appear to be the establishment, in selected areas throughout the Region, of library demonstration programs which can serve as regional stimuli to library publics as well as staffs, and around which smaller library units may cluster and to which they will look for leadership.

> A survey, under the umbrella of the activities mentioned in (D), above, could locate possible participants in such a project, and library consultants could be employed to help get it underway. In the Philippines, participating institutions might be located in Tarlac Province at the University of the Philippines, at Dumaguete, at San Carlos in Cebu, in Saint Augustine at Ilo Ilo, and in Davao.

F. Participant Grants. Advanced education of librarians should be encouraged under a Regionally-funded program of scholarships for study locally, in other countries within the Region, and in the U.S. In this way, promising students would gain expertise in more advanced methods of library organization and administration. Limited numbers of scholarships for doctoral study might also be made available to trained, experienced scholar-librarians who are needed to fill university library directorships in countries such as Korea and the Philippines.

3. REGIONAL BOOK AND LIBRARY PROJECTS

Most of the projects discussed below have been developed by George Sadler and Earle Hoshall within the context of a Southeast Asia Regional Book Program. These are presented with comments and variations that reflect the findings and conclusions of our Far East Book Survey. The remaining projects are products of our study in the Philippines, Vietnam and Korea. Together, they represent the nucleus of a Regional attack on book and library problems that are hampering social, scientific and economic development within the area.

A. Production and publication, commercially, of a Core Collection of Low-Cost English Language Editions of U.S. high-level technical books and textbooks. The books, printed centrally and distributed through commercial or U.S. government channels for local currency sale, would consist of professional, science, business and reference books, plus some university textbooks, for scholars, teachers and activators of change. Selling prices would average $1.00 to $1.50.

> We recommend high priority Regional sponsorship of the project. In both Korea and the Philippines, the need for such books is intense, and their availability would significantly assist the professional leadership and university students of the countries involved.
>
> From the point of view of conserving foreign exchange, we suggest that the Region investigate the possibility of producing the core collection books in a country where there is ample availability of idle counterpart funds to underwrite the project cost.

B. As a variant of the above project, we agree that there is need for the direct subsidization of a limited number of specialized high-level technical and reference books for which the market, even on a Regional basis, is too small to justify the production of separate new editions. This project would subsidize the sale of such books through normal commercial channels (using quotas by country and/or by dealer within each country), to assure their availability at modest price. Payment would be in local currency where exchange is a problem. This approach could also be extended to cover shelf enrichment for libraries.

C. University Textbook Rental and/or Rental-Purchase Libraries for leading medical, engineering and agricultural schools. The effectiveness of this extant program was verified during a visit by a Team member to the Cebu medical schools, where it has enjoyed such outstanding success.

> Because of the high cost of U.S. pre-clinical and clinical medicine books, the University Textbook project appears to be needed by the Faculty of Medicine in Saigon, five institutions in Korea (Seoul National University, Yonsei, Ewha, Kyongpuk and Chunnam), and the five medical schools in Manila. In like measure, the program could be of significant help in engineering and agricultural schools within the countries.

The objection to the concept mentioned in Korea -- the inability of educational institutions to sustain the high U.S. currency costs required for book replacement five or six years after the project has gotten under way -- can be overcome via the use of IMG funds as a vehicle for convertibility. A number of the medical (and other discipline) titles required for this project would be logical candidates for inclusion in the low-cost core collection project discussed in A, above.

D. Shelf Enrichment for Libraries. This, in all the countries visited by the Team, is the primary library need. Book shortages are acute, and grants of donated or purchased books are required to strengthen book collections and fill gaps in the universities, national libraries, the public library systems, and special libraries. In like manner, there is great need for the procurement of foreign technical and scholarly periodicals and journals that are so vital in enabling local country specialists to keep abreast of new developments in their disciplines -- for example, farm journals and U.S. Department of Agriculture leaflets for the libraries of rural development organizations in Korea and the Philippines.

Libraries of key, selected institutions would be included in the programs. While they would find valuable the pre-selected core collection books of project A, and should be included in that project -- the normal shelf enrichment program should require rigorous local selection of books and/or participation in their selection, along the lines of the successful TCR/CBA National Academies of Sciences Program. (In both Korea and Turkey, the popularity and positive impact of the NAS program is attributed in large measure to the fact that recipient organizations played an active role in deciding what books they would receive.) Too often in the past, donated book collections have contained volumes of peripheral value.

We therefore recommend that the Region support extension of the NAS concept, including the formation of local book selection committees, into disciplines and fields other than science, which is so ably served by that project.

We also recommend support for a concomitant program to provide needed back issues of periodicals and of books that are not commercially available -- through a revival of the sorely missed project that provided Institution Library Memberships in the United States Book Exchange Service. The ground-swell demand for such a project is high both in the Philippines and Korea.

E. Textbook Depository Libraries (educational materials reference centers). These 750 to 1,000 title cross-section collections of U.S. elementary, secondary and higher-education textbooks would prove extremely useful to Ministries of Education as guides in the development of curricula and the fitting of textbooks to curricula, to the public and private textbook industries, to textbook writers, illustrators, etc. The project deserves Region sponsorship.

In Korea alone, for example, a minimum of six sets appear to be needed below the university level: (a) a set of elementary and secondary books for the Ministry of Education's Textbook Compilation Bureau, (b) a set of each for the National Library, (c) an elementary set for the semi-public National Textbook Company, and (d) a collection of secondary school books for the Korean Secondary Textbook Publishers Association, whose members produce almost all books at that level.

F. We also recommend Regional support for the previously developed project to donate and purchase English language books for village, classroom and school libraries in countries where English language materials are useful. Although the concept is of limited use in Korea and Vietnam, where the priority need is for books in the local languages, it is important to the Philippines, where the holdings of such libraries consist primarily of outdated State of California textbooks of limited relevance. It would also be of great value to the former British colonies in Southeast Asia.

APPENDIX D

DALAT LIBRARY SEMINAR CONCEPTS

(The ideas discussed during the JUSPAO-sponsored Seminar on the Libraries of Vietnam, August 18-21, 1965 -- as listed and evaluated by Dr. Jerrold Orne, Librarian of the University of North Carolina)

Concept No. 1. The system of centralization of power in the present administrative organization of Vietnam has unfortunate consequences in the domain of Libraries; it paralyzes initiative and inhibits their development. It is extremely important that the Directorate of Archives and Libraries should be delegated the freedom of action so urgently needed for the successful execution of its assigned mission.

Concept No. 2. The urgent need to preserve from dispersion, or even destruction, the cultural patrimony of publication in Vietnam, and to promote the cultural development of the country at all levels requires radical solutions which allow for no delay. The paramount need is for a National Library of truly national character. This Library should undertake as its primary task the gathering of an absolutely complete representation of the national production of the printed word. It should promote the research necessary to recover retrospective collections as well as the construction of suitable buildings in which to house them.

Concept No. 3. The needs of public reading and those of students lead to problems of another character. In view of current sociological events and the experience of other countries it seems evident that the above-mentioned National Library must devote its efforts mainly to its role in the conservation of the National patrimony; it cannot undertake at the same time to provide for the functions of a University library or of a public library. Early consideration should be given to the construction and provision of public libraries. The subject of academic libraries will be considered below.

Concept No. 4. The example of great foreign universities as well as the relative poverty of the national resources of Vietnam militates strongly for the establishment of central university libraries at each of the universities of the country. The University of Saigon needs a central library which should be built at the center of the new campus at Thu Duc at the earliest possible date. It is important that this be done before the various faculties moving into the new campus are by necessity obliged to establish individual and independent libraries within each Faculty.

Concept No. 5. It is extremely important that the Directorate of Archives and Libraries conduct a vigorous campaign to promote the development of a more numerous corps of trained personnel and to encourage the greatest possible extension of cooperation between libraries of the country, in order to attain some standardization of methods of work and of the tools of the profession.

Concept No. 6. The most urgent problem of the student population of Vietnam continues to be the almost total lack of study halls, or books available to them, and of professional guidance. It is strongly recommended that all available aid and all encouragement be given to those organizations which seek to provide for this threefold need. It is imperative that existing resources be improved and multiplied.

Concept No. 7. As fundamental bases of the kind of standardization commented in 5 above, at least three tools must be produced for use throughout the country.

The only available simple guide to cataloging procedure and to the abbreviated Dewey Classification system is the Gardner volume, now out of print and in certain areas out of date. An informal Committee has been established to revise and amplify this work. The Asia Foundation has indicated a positive interest in providing for the publication of the new edition.

It is generally agreed that there is no adequate or suitable list of subject headings for use in Vietnam, either in English or Vietnamese. Dr. Orne has agreed to edit the English version of a new list of subject headings, based on Library of Congress headings. The translation into Vietnamese will be undertaken by two or more Vietnamese librarians, including Mrs. Nguyen Thi Cut Parker and Mr. Buu Ke. The combined lists will also be published under the auspices of the Asia Foundation.

The unusual (to Western practice) way in which personal names are used in Vietnam creates a multitude of problems for the practicing librarian. The production of a standard list of authorized correct forms of entry would resolve these problems. While no commitment is in hand, it is anticipated that some of the members of the Seminar will undertake this project as a group or cooperative effort.

Concept No. 8. Much of the standardization of methods and tools cited above will depend on more readily available items of supply. Until recently and even now much of this material is imported. As libraries grow in numbers and size in Vietnam many of these items of supply can be standardized and procured by local production in adequate quality and quantity. Local industry should be encouraged to produce catalog cards, filing drawers and catalog cases to accommodate them, book cards, date due slips, book pockets, and any of the multitude of useful forms commonly found in the catalogs of Library Supply companies of the United States.

Concept No. 9. In addition to the basic tools of library organization there are many other opportunities for providing better service through the production of many ready reference tools not now found in Vietnam. The very act of producing such tools also represents an important contribution to the profession of librarianship. Examples of needed tools are a Dictionary of Vietnamese place names, Indexes to Vietnamese Periodicals, Indexes to Vietnamese music, poems or plays, and a Checklist of Government Publications of Vietnam.

Concept No. 10. Certain projects of a cooperative nature will go far toward extending the usefulness of the limited resources available in Vietnam's libraries. Such cooperative efforts will inevitably improve the professional acceptance of Librarians as their numbers increase. Toward this end the Librarians of Vietnam should produce a Checklist of all Vietnamese and foreign journals found in any library of the country. They should work for the establishment of a Bibliographic Center, including a National Union Catalog of all books located in libraries. They should seek to assure the publication of comprehensive National bibliographies, both retrospective and current.

Concept No. 11. All of the foregoing concepts depend fundamentally upon the development of a highly skilled, competent, and numerous group of professional librarians and adequate support personnel. A four-step program for the immediate future is proposed to meet this requirement.

The basic training course for junior assistants may extend for a three-month period and be taught by a single, well-qualified professional librarian. Such a program is projected for the next few months at Hue, sponsored by JUSPAO and taught by Mr. Winthrop Pierrel.

The second step would comprise a more extensive program, of possibly six months' duration, taught by three fully qualified professionals in Saigon. Such a program could be given early in 1966, using Miss Tang Thi Ti, Mr. Nguyen Ung Long and Miss Ruth Rappaport as faculty. Included in the potential students should be the most promising students of the basic program.

A third step is to be sought as an intermediate course of study at the East-West Center in Honolulu or at the University of the Philippines. This course could be undertaken by those whose natural capacities or academic preparation indicate something less than graduate school is appropriate. Again, a selected group of those who have completed step two should be moved up to this level.

The final step in this series is complete graduate Library school training leading to an M.A. or M.S. degree in an accredited library school of the U. S. or elsewhere. No candidate who does not have adequate language training can successfully complete such a program of studies, and, at least in the U. S., no candidate can be admitted who is not able to present the equivalent of an American B.A. degree in liberal arts, letters, or science.

Concept No. 12. There is one persistent element of any professional development now lacking to librarianship in Vietnam; this is some form of professional organization. A committee of those currently concerned should investigate thoroughly nearby examples of Associations of Librarians with a view to preparing a formal documented proposal for such an organization for Vietnam.

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